Final Draft RESEARCH

Department of Transportation

Feasibility Assessment

Prepared for the

Montana Highway Commission

April, 1990

PREFACE

This report has been prepared in response to the Governor's request of the Montana Highway Commission to investigate the feasibility of creating a Department of Transportation. Forty-five states have already formed DOTs incorporating a wide range of transportation activities. Appendix A includes a chart showing this diversity. Highway departments and related activities are a common thread in all DOTS. However, in Montana many transportation functions are spread among many state agencies.

This report is the result of a cooperative effort of the Department of Highways and the other state agencies. The report is organized into sections corresponding to each agency unit which was studied and considered for incorporation into a DOT. Each section contains a synopsis of the units' functions, activities, size, financial data and any advantages, disadvantages or issues which were identified regarding the units' inclusion in a DOT.

The units studied were:

Department of Commerce
Aeronautics Division

The Montana Aeronautics Commission was established by the 1945 legislature primarily due to a successful pilot lobby. Seven commission members were selected to represent a cross-section of the aviation industry in the state with representatives appointed from the Montana Pilots Association, a Montana fixed base operator, the county commissioners association, the Montana Chamber of Commerce, the League of Cities and Towns, a representative from the airline industry, and a representative involved in aviation education. The 1983 legislature added two more Board members - one a representative of the Montana Airport Management Association and the other a member at large.

Funding for the Commission came from the industry itself with the assessment of a 1 cent per gallon tax on aviation fuel. This money was placed in an earmarked revenue fund.

Under the Executive Reorganization Act of 1971, the Aeronautics Commission was reduced to a division and placed in the Department of Intergovernmental Relations (later changed to the Department of Community Affairs), and the seven-member Commission became the Aeronautics Board. In 1981, the Department of Community Affairs was abolished, and the Aeronautics Division and Board were placed in the newly created Department of Commerce.

The Montana Aeronautics Division is responsible for providing for the protection and promotion of safety in aeronautics, cooperating in effecting a uniformity of the laws relating to the development and regulation of aeronautics in the several states, revising statutes relative to the development and regulation of aeronautics, establishing uniform regulations relating to aeronautics, and providing for cooperation with the federal authorities in the development of a national system of civil aviation. The Division is governed by Title 67, Montana Code Annotated (MCA).

The Aeronautics Division is made up of two bureaus: Safety and Education and Airport/Airways. The Division also manages the air carrier airport at West Yellowstone, Montana. In addition, the Division is served by an Aeronautics Board whose members are appointed by the Governor.

Aeronautics Board

The Montana Aeronautics Board acts in an advisory capacity to the Aeronautics Division and the Director of the Department of Commerce. The Board also has quasi-judicial powers; however, the 1978 federal Airline Deregulation Act actually preempted most of the Board's authority. The Board must approve any airport grants and loans.

Funding for the Aeronautics Board's activities is provided through the Aeronautics Division's earmarked revenue fund.

Division Operations

General Administration

General administration of the Division is handled by the Division Administrator and the Administrative Assistant. The Administrator is responsible for:

1) Direct supervision of the two bureau chiefs and the administrative assistant; general management of entire Division staff;

2) Coordinating aviation matters with the director of the Department of Commerce;

3) Coordinating activities with the Montana Aeronautics Board;

4) Representing the state of Montana in state and national aviation related matters;

5) Planning and directing sound fiscal activities including budget preparation and control and implementation of policy and procedures;

6) Coordinating legislative activities for the Division, both at the state and federal levels to ensure consideration for the best interests of aviation and aviation safety;

7) Representing aviation interests in Montana before state and national aviation organizations.

The Administrative Assistant supervises office clerical staff; provides support to the administrator and bureau chiefs in budget preparation; researches for preparation of legislation, budgets, and questions/problems voiced by the general public; serves as overall coordinator of the annual Montana Aviation Conference; provides administrative support for the Aeronautics Board, the Governor's Essential Air Service Task Force, and the Aviation Organizations of Montana; prepares monthly Division newsletter; and handles Division/administrator's correspondence.

Safety and Education Bureau

The Safety and Education Bureau is staffed with three employees: the Bureau Chief; a Supervisor of Aviation Safety and Compliance; and an Administrative Aide II (Accounting).

The Safety and Education Bureau chief oversees the general operation of the Bureau, manages the Division's air search program, prepares and conducts safety seminar programs for pilot groups, conducts school tours, organizes teacher workshop programs, reviews potential airway obstruction hazards, and prepares and reviews the Bureau budget.

The responsibilities of the Supervisor of Aviation Safety and Compliance are primarily to see that the aircraft and pilot registration programs are carried out within the guidelines of the law and that aircraft and pilots are properly registered. This position also assists the Bureau chief with programs, tours, and other duties as needed.

The Administrative Aide II (Accounting) receives and records payments for aircraft and pilot registration and prepares income reports for all other monies received by the Division. This person also monitors payment of bills, serves as filing clerk for the Division, and assists with secretarial duties as needed.

The Safety and Education Bureau is charged with:

- registering Montana aircraft and pilots as provided by state law;
- planning and organizing pilot, mechanics, and air search volunteer safety programs and seminars;
- organizing and maintaining a statewide air search organization;
- conducting competency checks and proficiency flight instruction for Division pilots;
- inspecting and identifying hazards to air navigation and recommending marking and lighting;

- organizing Montana aviation/aerospace education through accredited college workshops for educators;
- and maintaining and distributing aviation related audio-visual materials to schools and aviation groups.

Airport/Airways Bureau

The Airport/Airways Bureau is staffed with five employees: the Bureau Chief, two Aviation Representatives, an Airport/Aircraft Technician and one Secretary I.

The Bureau Chief oversees the general operations of the bureau, supervises other bureau personnel, prepares and monitors bureau budgeting, works with the FAA in the development and updating of the Montana Aviation System Plan, and works closely with the Division administrator on matters pertaining to airports and airways.

Responsibilities of the two Aviation Representatives include providing technical support for communities in airport planning and construction; managing the navigational aids program; preparing leases for state-owned airport facilities, including those for the air carrier, rental cars, and cafe at the Yellowstone airport; operating the Division's resale program; and overseeing the maintenance work on state-owned airports and the Division's plant and equipment.

The Airport/Aircraft Technician maintains Division aircraft, repairs and maintains vehicles and field equipment, repairs and maintains the physical plant, assists with the resale program, and handles upkeep on the state-owned airports.

All of the above employees are responsible for maintenance of the Division's airway beacons.

The Secretary I position assigned to the Bureau handles correspondence for Bureau members as well as serving as receptionist for the Division, handling mail and other routine secretarial chores.

The Airport/Airways Bureau:

- provides technical assistance to community airports; maintains and operates 25 non-directional radio beacons; 65 air -to-ground communication facilities, 18 airway beacons, and 4 airport beacons;

- updates and distributes the Montana Aeronautical Chart and the Montana Airport Directory; provide local airport operators a wholesale source of airport related supplies;

- operates and maintains 14 state-owned airports including the air carrier airport at West Yellowstone; conducts annual safety inspections on 76 to 96 public use airports through a contractual agreement with the National Association of State Aviation Officials (NASAO); and

- maintains a Montana Aviation System Plan.

Yellowstone Airport

The management of the Yellowstone Airport is overseen by the Airport/Airways Bureau. Yellowstone Airport personnel include three people with an FTE of 1.39 since none of those employees works full-time year around. These include a .50 Airport Manager position, a .50 Custodian position, and a .39 Firefighter Supervisor position.

The airport is opened in late May and closes in early October, both dates depending upon the weather and snow depths. The airport is completely self-sustaining, operating entirely from funds generated through its operation.

Automation

The Aeronautics Division operates two personal computers - both stand-alone systems. They are used for processing aircraft and pilot registration, computer automated drafting for airport directory drawings and Airport Master Record inspection drawings, and for word processing of all types.

Support Provided by Department of Commerce

The Department of Commerce Management Services Division processes Division payroll, performs accounting functions (deposit of cash received, payment of bills, and SBAS support), and offers legal support when needed. The Division has its own postage meter but does receive mail pick-up and delivery from the state's central mail service. All of this service is paid for through the Division's earmarked revenue funds.

Funding

The Aeronautics Division is funded entirely from the earmarked revenue account. Funds deposited into this account include a 1 cent per gallon tax on aviation fuel, which amounts to the greatest share of Division income (totaling $374,046.30 in FY 89), 1/25 of 1 percent of the money collected on automobile gasoline (representing auto fuel used in aircraft), 10% of the total collected aircraft registration fees (the remaining 90% is returned to the counties where the aircraft are based), pilot registration fees, sale of miscellaneous publications, money collected through the resale program, and funds received for Airport Master Record inspections.

FY 90	
FTE Employees	**11.99**
Personal Services	**358,253**
Operating Expenses	**379,583**
Equipment	**15,000 ***
	$ 776,836

*** Includes 1.39 at Yellowstone Airport**

**** Includes $52,468 for the Yellowstone Airport budget which is a proprietary fund not funded through the Division earmarked revenue account.**

Advantages and disadvantages to incorporation of the Aeronautics Division into a DOT:

Pluses

1) Possible better coordination of airport locations and highway service to airports.

2) Being included in a DOT would provide a better interface for handling issues, since aeronautics is included in the national ASHTO (Association of State Highways and Transportation Officials).

3) The combining of knowledge, equipment, and resources may provide some economies for airport operations like asphalt paving and snow removal.

4) Possible improved planning for inland port facilities and other intermodal ventures.

5) Possible better support for funding needs.

6) Use of field highway radio repairmen may be beneficial.

7) Mowing of airport runways could be conducted by local highway staff, thus eliminating need to transport equipment from Helena to the locations and the need to maintain equipment for that specific purpose.

Minuses

1) Unless the Aeronautics Division had equal status as other divisions within the DOT and reported directly to the director of DOT, the aviation issues and concerns of Montana's aviation industry may be swallowed up or disbanded.

2) Airport engineers require specialized training and knowledge to meet federal aviation regulations and airport construction standards and could be lost if engineers weren't kept separate.

3) Relocation of offices would be detrimental since many activities and services provided to constituents are very convenient at the current location - the airport. The Division's aircraft are housed in adjoining hangars. Vehicles and construction equipment are also located on the airport. The Aeronautics Division owns their facilities which were paid for by Aeronautics earmarked revenue.

Department of Commerce
Transportation Division

Overview

The Transportation Division is a division within the Department of Commerce (MDOC). The Division was created by HB 854 of the 47th legislative session. This bill:

> Authorizes the Department of Commerce to plan for and coordinate transportation needs and services for all modes of transportation and to pursue rate analysis and litigation.

SB 147 of the 1983 Legislative Session:

> Authorizes the Department of Commerce to represent the state in judicial and administrative forums on public transportation issues.
>
> Title 60, Chapters 11 and 21, Title 69, Chapter 14, 111 and Title 7, Chapter 14, Sec.102, Montana Codes Annotated all apply.

The Transportation Division consists of two bureaus, the Intermodal Commodities Bureau and the Passenger Bureau.

The goals of the division are:

> To provide technical and financial assistance to local officials, communities, transit operators and users in the planning, development and financing of passenger transportation services;
>
> To work with Montana's producers and shippers in preserving and maintaining a viable and competitive transportation system.

The Transportation Division is responsible for recommendation of policies and for improvement of Montana's transportation system. The Division provides:

1) technical assistance to local communities and transit authorities in planning, organizing and funding transportation systems in urban areas;
2) federal funds are granted to communities and transit authorities for capital and operating subsidy;
3) a yearly update of the State Rail Plan, administration of federal and related funds for rail and related facility rehabilitation;

4) monetary assistance through grants, loans and rail bonding authority;

5) representation of shippers and the State before the Interstate Commerce Commission and courts on rate issues, branchline abandonments and service.

The Transportation Division currently consists of 13 full-time employees: the Administrator, Administrative Officer and Program Assistant; the Intermodal Commodities Bureau which has a planner, two rate specialists, a railroad operations specialist, and the bureau chief, and the Passenger Bureau, currently staffed with a bureau chief and four planners.

Support services are provided by the Management Services Division in processing contracts, payroll, invoices, grant payments, drawing federal funds, SBAS forms, budget information, travel reimbursement, sorting mail, etc.

Support services are provided by the legal staff for contract review, McCarty Farms lawsuit, other legal issues and also by the Tort Claims Division regarding the Superfund case.

The Division pays for these services in the indirect cost charges based on personal services/benefits, and in an annual cost for legal services. At the present time approximately one full-time attorney is necessary to handle the Division's projects.

These services would continue to be necessary in a DOT.

Funding:

The Division is funded by Federal funds (Federal Rail Administration, Urban Mass Transportation Administration), state gas tax fund and general fund. There is currently a biennial appropriation for the McCarty Farms lawsuit from the general fund in addition to the regular general fund appropriation. Other funds are also received, such as Wheat Commission grants, Federal Highway grants, and special one-time federal grants. (Port of Montana hub facility, drug grants)

	FY '90	FY '91
FTE	14.5	14.5
P/S	$493,916	$480,712
Operating	401,345	205,135
Equipment	4,000	500

Automated System:

The Division presently uses the Department's AT&T computer system for all of its data processing needs. The system is used for word processing, spreadsheets, inventory control, library information, budget summaries, grant applications, etc. Also available is an out-dated IBM Displaywriter system which is used for word processing purposes.

Personnel Issues:

Commerce personnel are not members of a bargaining unit. If the DOT is union represented, two important issues need to be addressed:

1) Will employees be allowed to vote as to whether or not they want to join the union?

2) How will seniority for employees who transfer to a DOT as a result of reorganization be treated as to the date of hire with the transferring agency?

Another question is how will the Division be transferred - as its own entity, or piecemeal into existing functions. Currently the Division is working on a variety of projects that are high profile (McCarty Farms, EPA Superfund, Scobey-Opheim abandonment, drug testing for transportation employees, etc.) and direct access to the Director is required. It is important that this access not be buried in layers of bureaucracy.

Space Requirements:

The Transportation Division currently has 3,776 square feet of space in its present location. This amount of space is necessary for the transit library and the files which need to be kept on-site. Tariff files require a great deal of space because they are continually being updated; it is necessary to keep old tariffs in case a rate history is required. The Division has a variety of reference materials which are updated weekly or monthly, and it is necessary to have access to these materials.

Costs associated with moving:

Costs which would be necessary to move this division would have to include the physical move as well as computerization, and telephones, printing new letterhead, forms, etc. Also included would have to be the cost of support services in the legal and management services areas.

Intermodal Commodity Bureau

I. Introduction

The Intermodal Commodities Bureau administers multiple phases of an integrated multi-modal state transportation program.

This complex state transportation program has elements of planning, project development and implementation, construction, facility operation and management audit, right of way and property control, transportation industry promotion, public assistance and state public policy response. The Bureau has been actively involved with all transportation modes in its evolved ten years of existence. State issues relating to rails, waterways, recreation trails, energy transportation, power networks, multi-use transportation corridors and highways are among those addressed by the Bureau. State executive, legislative, and constituent leaders have frequently sought the advice and recommendation of the Bureau's technical expertise on all forms of transportation issues.

The Bureau's success in administering this multi-modal program can largely be attributed to its efficient organization with direct access to decision implementors. The elements of this Bureau's responsibilities include: the Rail program, Waterways, Recreation, Intermodal Transfer and Economic Development.

II. Program Overview

Rail Program

MDOC is the designated state rail planning agency. This designation carries the responsibility of conducting a statewide rail transportation program as an element of unified multi-modal state transportation planning. A state rail plan must be developed and kept current as part of the criteria for eligibility for U.S. DOT funding.

All rail carriers operating in the state under ICC jurisdiction are required to report their system activities to the Intermodal Commodities Bureau. The ICB then functions as a clearinghouse to formulate statewide public response to these rail actions. Oftentimes this response leads to a public project which is administered by the ICB.

Examples:

Issues	Project
1) McCarty Farms, Section 229 Rates	Litigation
2) Branchline abandonments	CMR shortline, Rarus shortline, Valier rehabilitation, Fairfield rehabilitation, highway impact studies, public protest hearings
3) Mergers, divestitures, bankruptcies	Montana Rail Link hearings Milwaukee Railroad hearings
4) Service Faults	COT program monitoring Car supply studies Rate and tariff file maintenance Accidents/safety
5) National Legislation	Drug program implementation Labor relations policy Industry regulation and deregulation studies Industry taxation studies

Implementation of public projects may include grantsmanship required to secure project funding. The ICB has been involved in numerous grant programs involving multiple state and federal agencies. Project construction is also required and ICB provides technical evaluation and monitoring of that process. This is handled at all phases from design to materials to construction practices in installation to financial billing and accounting.

The state has acquired two rail properties which are administered by the ICB. This rights-of-way are a complex legal structure arising from a century of real estate transaction. Leases, easements and titles on hundreds of parcels are handled by the ICB staff. Right of way problems abound including major liability exposure as a named responsible party in the EPA Superfund Butte Priority Soils Project. These active but aging rail systems have major problems with structures, hydrology, soils and materials which require active ICB involvement. These properties have historic significance and are of interest to historians and archaeologists. As state properties, they are covered under historic preservation statutes and ICB staff are involved in that process.

Rail policy issues abound. National level policies on rail deregulation and the Staggers Act brought state action which evolved to ICB action with the ten year old McCarty Farms and Staggers Section 229 rate cases. This complex litigation involves market dominance of a single rail carrier and record evidence based on rate and costing specialties. This case has the potential of tens of million of dollar impacts on Montana's grain industry.

Legislation for national rail industry reregulation and taxation has brought requests from Congressional delegate and constituent organizations to the ICB. Rail labor legislation impacting rail costs are among some of the pending new issues. Land grant taxation, leveraged buyouts, revenue to variable cost standards, uniform rail costing models, quarterly cost index adjustments, contract rates, car supply and certificates of transportation are only a few of the national rail related issues the ICB monitors and responds to on behalf of Montana.

Most of this "phraseology" is esoteric to rail transportation planning, but to this modal element of the transportation industry, each issue equals to multi-million dollar impacts on Montana business and the citizens dependent on it.

Waterways

Although history records commercial waterways in Montana, currently the commercial attraction in the state is limited to recreation. This does not mean that external actions to national waterway systems have no impact on Montana. The ICB monitors activities on the Columbia-Snake River system and West Coast ports. This system is an important waterway link for Montana commercial goods movement. The route from Lewiston, Idaho to Portland carries many tons of Montana agriculture commodities.

User fees, fuel taxes, strikes, embargoes, equipment shortages, impact the transportation costs paid by Montana shippers.

The Missouri and Mississippi-Gulf system also impacts Montana:

Example: Many feel that the lack of water in the Mississippi River which has beached barge traffic has forced traditional barge traffic to seek a railroad alternative. This unanticipated railroad windfall has pressured rail car supply and is contributing to the car shortage which is severely impacting Montana this year.

The Transportation Division and the ICB have been involved in a number of waterway related projects. One clear economic development example is an International Maritime Study. This study required Division and Bureau personnel to conduct detailed and complex trade studies in Europe and the Pacific Rim to identify commodity flaws and transportation combinations that could avail Montana industry with world market access. This study is still being built on today.

Recreation

Montana has a unique recreational railroad in operation, and it functions on rail properties leased from the Department of Commerce. The ICB has responsibility for these properties and has provided technical railroad operations advice and assistance to the local community operators. The Butte Historic Railroad has been credited as a successful regional tourist attraction.

In the past five years there has been a growing Rails-to-Trails movement. The ICB has worked with these special interest groups and local adjacent landowners on projects associated with rail properties: Glasgow South, Scobey, Hogeland, Whitewater, Heath, Somers, Butte-Whitehall, Boulder, Kalispell West and others.

Rails-to-Trails is a program national in scope and national legislation is in various stages of implementation. The Department of Agriculture - Forest Service and the Bureau of Land Management play major roles in passing the program down to the states. The ICB coordinates with these federal agencies on a number of recreation issues.

Intermodal Transfer

This element of Montana transportation is growing rapidly. Intermodal transfer refers to the technologic advancement of the transportation industry to mechanize and coordinate between modes. The concepts are not new, but their innovation comes in the use in rural locations like Montana.

The ICB has been on the cutting edge of this technology boom. The ICB was directly responsible for hub facility development at Silver Bow which grew to an eight million dollar facility. The Bureau secured funding and worked directly on design and construction of final facilities.

Similar operations are currently projects of the Bureau at Shelby and future project interests are expressed at Big Timber, Missoula, Glasgow and Billings. The potentials of intermodal containerization could open worldwide markets to Montana products and in turn open import gateway opportunities for new business associated with import distribution and value added manufacturing.

Economic Development

Transportation is a vital element of any economic development program. The following outlines some of the program needs:

More efficient transportation in relation to economic development.

A. Economic Development faces three transportation problems:

1. Infrastructure
    a. lack of appropriate
    b. cost of construction
    c. can be capitalized

2. Reasonable Rates
    a. Lack of modal competition and market dominance for some bulk commodities

3. Specialty Needs
    a. Modal choices
    b. Volume or time sensitive
    c. Equipment repairs

The ICB has worked on numerous economic development projects to enhance the transportation element.

Examples:

Great Falls	Great Falls Barley Syrup Plant - rates and concept
Montana Power	Billings-Butte cereal plant - rates and concept
Darby Lumber	Metric lumber for export - rates Miscellaneous commodities exchange with Turkey - rates
Montana Cubes	Export feed materials - rates and facility

Passenger Bureau

I. Introduction

The Passenger Bureau is the designated state transit planning agency. This designation carries the responsibility of developing and assisting nonurbanized, rural communities and urbanized areas of our State in the establishment and maintenance of public and private nonprofit passenger transportation systems. The Bureau is responsible for the planning of public transit and for administering various public and state programs of technical and financial transit assistance.

This State transportation program involves transit planning, program administration, project development, vehicle procurement, financial management, project monitoring, technical assistance and training.

Transit Planning

The Passenger Bureau receives grants from the Urban Mass Transportation Administration (UMTA) for the purpose of conducting special transit-related studies, providing transit planning assistance to nonurbanized localities, assisting in the administrative costs of the elderly and handicapped transportation program, and aiding elderly and handicapped transit providers and urban transit operators in gaining exposure to in-depth technical aspects of transit through conference programs. Local planning is essential before project money for vehicles, facilities, or operating can be obtained.

Examples:

1. Preparation of local transit development plans (TDP);

2. Preparation of a transit insurance rate study for transit service providers;

3. Development of transit vehicle maintenance procedures.

The Passenger Bureau is also responsible for distributing planning grants to the Billings, Great Falls and Missoula metropolitan planning organizations (MPO). Examples of planning conducted with these funds include: public participation and equal opportunity; planning information and data base program; financial capacity analysis.

Coupled with this responsibility is the need for the Passenger Bureau to perform MPO planning process reviews and to annually certify each MPO planning process. We provide guidance on national emphasis areas such as elderly and handicapped service planning, clean air and alternative fuels planning, DBE planning, financial planning, competitive contract planning, suburban mobility planning, and safety/alcohol/drug control planning.

Vehicle Procurement

The Passenger Bureau administers two federal programs which provide matching funds for the procurement of vehicles and related transportation equipment like wheelchair lifts, emergency radios and computers. Non-profit organizations are eligible to receive capital funds that are primarily used for the procurement of vans and small buses for the transportation of elderly and handicapped.

Most counties in the State have at least one agency that provides transportation services to the elderly and disabled. Most local agencies received their vehicles from this Passenger Bureau program. We encourage these vehicles to become community resources. Once needed services to the elderly and disabled have been met, the vehicles can be used to meet the needs of other transit dependent people. Local coordinating councils are required to ensure that the vehicles receive maximum utilization. The Passenger Bureau monitors the use of each vehicle until it has depleted its useful life.

It should be noted here that hundreds of thousands of federal and state dollars fund the operations of the vehicles we place in communities. These funds are administered by social service agencies within the Departments of Social and Rehabilitative Services, Family Services and the Governor's Aging Office. A much more efficient use of that money could be accomplished through a state agency mandate for coordination.

The other program provides capital on a matching basis for the procurement of vehicles and equipment used to transport the general public in non-urbanized areas. Two examples of communities who receive these funds are Fort Peck Reservation and Helena.

Financial Management

The Passenger Bureau provides operating grants to communities and rural areas of less than 50,000 population for the provision of public transit service.

These programs must demonstrate a need for general public transportation. Examples of communities receiving this operating subsidy include Butte and Flathead County.

The Passenger Bureau under Section 7-14-2-2, MCA, is charged with the responsibility to allocate each year one-half of the gas tax revenues appropriated for transit purposes among cities and urban transportation districts of the State which operate or contract for the operation of general public transportation system. These funds are generally used for operating subsidy.

Technical Assistance and Training

The Passenger Bureau provides training, technical assistance, research and other support services for nonurbanized transit on the following topics: Substance Abuse, Awareness in Rural Transit; Understanding the Capabilities and Needs of special Passengers; Emergency Procedures for Rural Transit Drivers; Public Private Partnerships in Rural Transit; Essentials in Dispatching; Board Training; Developing Drug Testing Programs.

The annual training program is developed with the rural Transit Assistance (RTAP) Program Advisory Board. They help prioritize training needs for the state.

Program Administration

The Passenger Bureau solicits preapplications for the federal grant programs, conducts application workshops, reviews, screens and ranks applications then submits them to the State Selection and Screening Committee. Once applications are approved, contracts are drawn up. Quarterly reports are reviewed and requests for funds are disbursed.

Grants are prepared for the Urban Mass Transportation Administration. Quarterly reports are prepared for UMTA.

Project Monitoring

All grants through the Passenger Bureau are monitored on a regular basis, depending on the specific grant requirement. All grantees are visited at least once a year and a review is done of their entire program.

Vehicle usage is monitored quarterly throughout a vehicle's useful life. Grantees of operating and planning funds are reviewed each quarter. Vehicles are physically inspected every other year.

Other Passenger Bureau Functions

1. Montana Transit Association (MTA)

MTA is a nonprofit corporation consisting of an association of public and specialized private nonprofit transportation providers in the State. The Passenger Bureau assists MTA with the establishment of State transit goals and objectives, provides MTA with support relative to State transit legislation, and shares with MTA in annual transit conference participation.

2. Legislative Monitoring

The Bureau monitors State and federal transit legislation. Passenger Bureau staff track transit related legislation when the State Legislature is in session and passes bill status and hearing information on to the MTA and nonmember transit service providers.

3. Newsletter

A quarterly newsletter entitled "Montana Transit Newsline" is published by the Bureau. The newsletter contains articles on Montana transit systems, MTA, Montana RTAP Advisory Committee activities, conference schedules, federal transit related programs, transit management, State activities and program announcements, publications available and State and federal legislation.

4. Statewide Inventory of Transit Vehicles

With continued growth in specialized and public transit systems in Montana, the bureau updates every two years the State's transportation service inventory. This inventory which includes intercity rail and bus services as well, allows for re-establishment of a transportation service base on which to plan new services.

5. Transit Library

A transit publication library is maintained by the Bureau for access by city and county officials, non-profit agencies, Indian Reservations, or transit district personnel within the State.

6. Special Transit-Related Projects

The Passenger Bureau is involved in a number of special transit-related projects which vary in subject and scope. The following provides examples of the types of some of the special projects found in the bureau's 1990 Operational Plan:

a. implement project and systems computerization;
b. establish drug testing program for grantees;
c. maintain Section 18 State Management Plan;
d. develop transit public awareness program;
e. update vehicle useful life and rehabilitation policy;
f. assess the impact of Commercial Driver's License on transit operators in Montana;
g. analyze constraints to elderly and handicapped transportation in Montana;
h. implement Title VI requirements;
i. update Management Review process.

7. AMTRAK Rail Passenger Statistics

Aside from maintaining monthly ridership Statistics for the AMTRAK Empire Builder for each of the eleven stations across northern Montana and conducting Empire Builder station inspections, the Bureau has also explored the feasibility of requested rail passenger service concepts.

ADDRESS OF DOT MISSION STATEMENTS

I. Better Multi-modal Coordination

In theory, many transportation functions are interchangeable between modes. In reality, when immeasurable factors like personal preference and convenience are introduced, modal prejudice is developed and flexibility is lost. There are many factors affecting modal coordination. The most dominant is funding source. Program restrictions usually prevent mixing and usually impede alternative project substitution.

This does not mean that program information and data bases are not shared. Regardless of how modal planning is organized in government, program information exchange will continue.

The Transportation Division successfully involves other modal interests in all phases of its planning efforts. We aggressively invite the modal agencies to respond to our planning and project proposals. We provide immediate notice to all agencies when rail system nationalization is proposed and solicit their reaction and response.

Examples:

Rail Abandonment

The recent negotiated moratorium on rail abandonment eliminated rail abandonment in Montana through the mid '80s. Recent railroad actions have brought renewed abandonment activity. The ICB has initiated clearinghouse procedures to collect multi-agent input and response.

Rail-Highway Coordination - Past Projects

Red Lodge - FAP 28
Anaconda - FAP 19
Kalispell - FAP 5
Boulder - I 15

Other State Agency Coordination:

Department of Highways

Preconstruction Bureau forwards notices of all their proposed projects and the ICB responds commenting on modal impact. The Passenger Bureau coordinates its planning and technical assistance of Metropolitan Planning Organizations with the Urban Transportation Section. The staff have coordinated their travel and have conducted joint program reviews.

DNRC - Oil Overcharge

Creation of transportation facilities to conserve energy - Butte Hub Shelby Hub.

Revenue - Protested Taxes - BN, MRL, CMR, R/W

The ICB supplies Revenue with cost statistics, data bases, costs, inventory, and expert witnesses.

Historical Society

The ICB is jointly financing a historic research pilot project to develop procedures for inventorying and recording rail properties.

Agriculture

The ICB utilizes countless records from Agriculture, including their grain movement report, elevator licensing, crop production inventories, disaster statistics and other data bases to expand multimodal transportation reporting.

State Lands

The ICB is part of a team evaluation for issues of mining permits which require environmental assessments of transportation and new facilities. Tongue River Rail, Bull Mountain, Northern Tier Pipeline are examples.

Fish, Wildlife and Parks

The ICB works with the Parks Division on Rails to Trails concepts.

Department of Social and Rehabilitation Services

The passenger bureau works with Developmental Disabilities Division to assure that DD programs receive transportation services for their clients. We provide them with vehicle procurement and monitoring services. The DD Division and Vocational Rehabilitation Services have staff who serve on the State Selection and Screening Committee for vehicles. We review and comment on the State Developmental Disabilities Plan.

Department of Commerce

The Indian Affairs Office has staff on our Selection and Screening Committee.

The Governor's Office on Aging

The passenger Bureau staff has conducted many workshops on transportation for the Governor's Conference on Aging. We review and comment on the State Aging Plan. We provide technical assistance and training and management reviews to local aging services.

Department of Justice

The Highway Traffic Safety Division is working with the Passenger Bureau on the Commercial Driver's License issue.

Department of Institutions

The Passenger Bureau is in the process of negotiating a vehicle rehabilitation program with the State Prison.

Pluses of a DOT Structure

- A DOT could develop combined support for increasing and more evenly distributing fuel tax monies for all transportation modes.
- Intermodal discussions may occur more frequently within a DOT provided organizational structures allowed modal cross referencing.
- A DOT could allow for the development and integration of highway and multimodal computer modeling which would develop better planning statistics and forecasting coordination.

Minuses of a DOT Structure

- DOT structure would not pull all functions of government affected by transportation under the same umbrella. Outside agency contact would still be essential.
- Staging or phasing agencies into a DOT over a long period of time could increase confusion.

II. Relation of DOT to Economic Development

Historically the focal point of Montana economic development has been the Montana Department of Commerce. Economic development has two basic transportation needs: infrastructure and rates.

A DOT structure could theoretically promote better infrastructure development. This is theoretical in that the modal prejudices and financial restrictions would limit the flexibility of multi-modal trading.

Rates require an entirely different policy approach. With the emphasis on transportation industry deregulation, economic development gains in rate bases must be negotiated with external incentives. Dedicated volumes and contract rate schedules are examples of often used tools. The key to these critical negotiations is a solid information base on cost of providing transportation service; i.e., if you know the cost base you can negotiate the profit margin and feel comfortable that you have the best deal. If cost pictures are too high the economic developer or entrepreneur will opt for another location.

Pluses of DOT Structure

- Developers could have access to information on all modes from a single location, provided all modes were under a single roof and all socioeconomic data were shared.

Minuses of DOT Structure

- Developers would still have to go to other agencies for permits and financial program information.
- Transportation Division's focus on business and economic development will probably be changed in a DOT.
- Statewide economic development policy would remain at MDOC initiation. DOT would still have to develop outside coordination.

III. DOT Cost Savings

Because of the problems of commingling program funding, each modal function would still require its existing funding base. There does appear to be some opportunity for low-cost program expansion from the DOT concept.

Example: The graphics production potential of CAD with color plotters could allow for a better media to present combined data base in a way as to be more informative to policy makers and the general public.

The combined R/W resources could allow undertaking title search, quiet title action, encroachment, survey and other overdue R/W activities on state owned rail property.

Safety, DBE, EEO, Title VI and affirmative action programs could be broadened and accelerated.

Environmental responses could be broadened, bringing in added discipline view points.

Structures, hydrology, soils and materials expertise could be further tapped for added input in project design. These benefits could be limited in that design criteria for highways are different than criteria for railroads, but general input would be a plus.

Pluses of DOT Structure

- Program activities could be expanded without large added expenditures.

- Access to transportation related computer systems, programming and support staff should effectuate a cost saving in equipment purchases, training, programming and maintenance.

Minuses of DOT Structure

- Program integrity will not allow massive reductions to existing personnel, consequently we will create another large bureaucracy.

IV. Efficient Public Service

The Division of Transportation prides itself on the excellent service we provide the public. Our reputation is recognized throughout government. Daily we receive referrals from other agencies, states and nations for information services. (Reference phone calls on everything from GVW to census statistics)

This service to our broad constituency base would continue regardless of our location.

Pluses of DOT structure:

- If programs interrelate more frequently, some products may improve.

- Consistency in response may lessen public confusion.

Minuses of DOT structure:

- A DOT will bounce people around within a large building much the same as they are bounced between buildings now.

Department of Justice

Highway Patrol Division

The Highway Patrol Division patrols state highways, enforces traffic laws and investigates accidents. They assist motorists, provide first aid to the injured and transport blood and medical supplies in emergency situations.

More than 200 officers are considered police officers for the purpose of making arrests for all offenses occurring on the highways, highway rest areas, and state highway properties adjacent to the highway. As peace officers they have the authority to make criminal arrests for homicide, assault with a deadly weapon, arson, criminal mischief, burglary, theft, kidnapping, illegal transportation of narcotics and transportation of stolen automobiles. They work closely with other elements of the DOJ (Department of Justice). They are the enforcement arm for the Motor Vehicle Division when called upon. As requested, the Division assists any Federal, State or Local Law Enforcement agency.

The **MCSAP (Motor Carrier Safety Assistance Program)** is also handled by the Division and is federally funded with an 80-20 match. The division is an extensive user of the *Criminal Justice Network System (CJIN)*, through the CJIN system the patrol uses Driver License and Vehicle information data maintained by the Motor Vehicle Division. The patrol is an essential part of the CJIN system in that after hours, holidays and weekends they are essential to the continued operations of the CJIN system.

Budget		Funding	
1990 FTE	263.90	State Special Revenue	10,667,676
Personal Services	8,226,056	Federal Revenue	524,398
Operating Expenses	1,909,618		$11,192,074
Equipment	1,056,400		
	$11,192,074		

Alternate No. 1: Move entire Highway Patrol Division to DOT

Pluses

- Direct contact and access to authority would provide for better handling of safety problems by highway design and engineering.
- Enforcement, education and engineering would operate under the same control and direction.
- In the area of communication, coordination of operation and repair of facilities and equipment would be improved.
- Better coordination of truck size, weight and safety enforcement, training in these areas would also be consolidated with GVW, MCSAPand PSC. The training benefit would be of little value to the 200 sworn MHP Officers, as the training of these officers to perform their duties is quite different.
- Greater sharing of facilities between MCSAP, PSC and GVW enforcement officers (scale house facilities). Possible use of highway funds to provide better facilities for detachment and district MHP offices.
- Would increase availability for commercial permits. Currently only about 20 patrolmen issue permits.

Minuses

- No longer have direct and immediate access to the Attorney General's legal staff for interpretation of law and legal procedures. The continuous training provided by the staff in search and seizure and other continually changing areas would be lost.
- Loss of the close association with other federal, state and local enforcement agencies who must rely on one another to accomplish their similar missions.

- No longer have immediate access to the DOJ Law Enforcement Academy, Criminal Investigation Bureau, Identification Bureau, County Prosecutor's Bureau or the State Forensic Laboratory.

- DOJ management is very familiar with law enforcement needs throughout the state in the areas of staffing, planning, budgeting, directing and controlling and are better able to evaluate and implement these needs.

- Considerable disruption of the Highway Patrol's long-range program to automate the Division would occur.

- As over 90 percent of the Highway Patrol activities are related to enforcement, the law enforcement environment provided by the DOJ best suits their needs.

- Increasing the patrols' involvement in revenue collecting duties beyond present would result in less enforcement of hazardous violations and possible greater loss of property and injury.

Alternate No. 2: Move Only the Motor Carrier Safety Assistance Program into a DOT

Pluses

- Since the MCSAP program is funded through the Federal DOT, being included in the state DOT would provide for a more knowledgeable and influential representative.

- Better coordination of activities affecting truckers.

- Expanded MCSAP program with GVW staff could offer more service in areas such as terminal and roadside inspections.

- Information could be more readily available to the public without unnecessary transfers.

Minuses

- Lose close coordination with Drivers Licensing and Highway Patrol.

Department of Justice

Highway Traffic Safety Division

The division name implies the relationship with highways. However, the division approaches safety from a much broader perspective including local county roads, city streets, as well as highways. It is not just limited to highway engineering considerations, but includes issues like seat belt use, DUI, traffic citations, accident records and emergency medical services to name a few.

To address these issues, the division works with Highways, Health, PSC, Public Instruction, Supreme Court, Labor, Commerce and other state agencies.

The division also works closely with local people, promoting and training officers, court personnel and others in the use of uniform traffic violations and accident information forms. They conduct and assist local people in the analysis of accident data to locate hazardous situations (the Highway Department staff does so for federal-aid roads). They provide training for school crossing supervisors and work with local people to find "safe" bus routes for pickup and delivery of students.

There is a great deal of interaction with local people for immediate "practical benefit" to potential safety problems and close interaction with the Highway Patrol and Motor Vehicle Divisions of Justice, which are convenient in the present organization. No actual duplication of current highway activities was identified.

Budget		**Funding**	
1990 FTE	8.5	General Fund	200,000
Personal Services	265,987	State Special Revenue	73,913
Operating Expenses	195,853	Federal Revenue	1,110,927
Equipment	3,000		$1,384,840
Non Operating	920,000		
	$1,384,840		

Pluses

- Being within the DOT may provide greater influence of safety considerations in the engineering process.

Minuses

- Many of the division's activities are closely related to other justice divisions. Separation would create communication and influence problems.

- Much of the division's focus is with local levels, whereas Highways primarily deals with only federal-aid highway systems.

- Autonomy of the division has allowed for a strong voice in the safety arena. This advantage may be nullified in a large DOT organization where it could be overshadowed by other DOT issues.

- Traffic safety's relationships with local courts and law enforcement people is vital to the state's overall criminal justice system. Separation from DOJ would be detrimental to the State.

Department of Justice

Motor Vehicle Division

The **Motor Vehicle Division** consists of three bureaus, Driver Services, Driver Improvement, and the Registrar's Bureau. The Division relies heavily on automated systems using extensive computer hardware, software and a communication network which is connected to the *Criminal Justice Information* network of the *National Crime Information Center (NCIC)* Systems. The enforcement arm of Justice, the Highway Patrol Division and all local law enforcement agencies make extensive use of the data and information collected and maintained by this Division.

Together the **Driver Services** and **Driver Improvement Bureaus** are responsible for administering laws related to examination, issuance, cancellation, suspension, and reinstatement of driver's licenses and driving privileges. Driver licensing services are provided in 61 locations throughout the state.

Performance Measures	**1987**	**1988**
Driver Records Maintained	680,890	652,884
Driver Licenses Issued	124,962	156,970
Alcohol Related Suspension/Revocations	9,562	7,240
Habitual Offenders Certified	375	288
Driver Counselling Sessions	381	392
Driver Records Produced	384,260	334,776

Budget	
1990 FTE	87.05
Personal Services	1,924,402
Operating Expenses	624,382
Equipment	131,821
	$2,680,605

Funding	
General Fund	2,401,498
State Special	73,065
Federal Revenue	206,042
	$2,680,605

The **Registrar's Bureau** is located in Deer Lodge. It is responsible for providing a system of motor vehicle registration, certificate of ownership, lien filing, and licensing of automobile dealers and manufacturers. It also processes registration and titling of boats, and off-road vehicles and registration of snowmobiles.

The bureau uses extensive computer hardware, software and communication networks and provides county personnel access to these facilities for registration and titling purposes. However, final processing, overseeing and caretaking of the records is handled by this bureau.

The overall purpose of the Motor Vehicle Division is two-fold:

- to collect revenues and
- to deter motor vehicle theft.

Performance Measures	**1987**	**1988**
Vehicle Registered	900,979	910,359
Titles Processed	421,014	405,145
Dealer Licenses Processed	1,134	904
Letters Issued	84,069	98,224

Budget	
1990 FTE	73
Personnel Services	1,418,830
Operating Expenses	780,463
Equipment	31,962
	$2,231,255

Funding	
General Fund	$2,231,255

Pluses

- Possible improved services by providing more services at one location. True one-stop shopping may not be achievable since county offices now provide part of the services and state and county offices aren't at the same location.

- One strong DOT voice may provide improved response to the state's overall funding needs.

Minuses

- One-time disruption of offices due to restructuring.

- Inadequate office space ... may turn into a long-term plus if a single building was secured, in most locations statewide, from which all services could be provided.

- Extracting the division's automated systems from the agencies integrated computer system would be difficult and costly. In lieu of this extraction, considerable communications, agreements for operations and maintenance and conflicts of priorities would have to be resolved.

- The DOJ divisions work together as a unit to provide law enforcementand coordination of criminal justice activities, removal of any division would be detrimental to the overall efficiency and effectiveness of these activities.

ATTORNEY GENERAL
STATE OF MONTANA

Marc Racicot
Attorney General

Justice Building
Helena, Montana 59620

MEMORANDUM

TO: DEPARTMENT OF TRANSPORTATION STUDY GROUP
Attn: Donald Lovely
Department of Highways

FROM: MARC RACICOT

DATE: March 8, 1990

RE: DEPARTMENT OF TRANSPORTATION STUDY

Those Department of Justice divisions examined for possible inclusion into a proposed Department of Transportation, namely Motor Vehicle Division, Highway Patrol Division, and Highway Traffic Safety Division, are involved in the provision of services to the law enforcement community in Montana. They are interwoven significantly into the fabric of the criminal justice system and are critical components of that system. To separate those functions away from the Department of Justice would not be in the best interests of the Department of Justice nor the law enforcement agencies served by the Department.

The central mission of the Department of Justice is focused upon regulation and the enforcement of the criminal law. Experience has shown the performance of those functions to be difficult in an agency involved with promotion or business assistance activities. Neither function is more important than the other. They are simply incompatible.

Each of the divisions within the Department of Justice are substantially dependent upon one another. They interact constantly with each other and utilize many of the same systems to deliver different criminal justice services. Isolating any of those programs from the Justice Department would result in inefficiency, duplication of effort, and ultimately the waste of already limited resources. In addition, the divisions in the Department of Justice are intimately linked to local law enforcement agencies. If any of those programs are moved to a different department, local law

enforcement will confront the difficulty of having to coordinate their efforts with more than one state law enforcement agency.

Based upon the foregoing, it is my recommendation that those functions presently assigned to the Department of Justice be eliminated from consideration for transfer to a proposed Department of Transportation.

Department of Public Service Regulation

Included within the Department of Public Service Regulation is a **Transportation Division**. The Public Service Commission (PSC), in conjunction with this division, regulates carriers of certain commodities and providers of public transportation. They enforce tariffs, rules, rates, regulations and charges established and approved by the PSC.

They provide consumer assistance concerning freight claims and damage/loss settlements. They audit carriers to ensure compliance with tariffs, rates, and charges. They maintain and monitor insurance requirements set by the PSC.

They provide case management for new applications, transfers, and proposed rate changes. The PSC uses an established procedure which includes a public hearing process to grant or deny authority for intrastate carriers.

They register in Montana the grants of authority issued by the Interstate Commerce Commission. This includes initial grants of authorities and also subsequent name changes. Presently this procedure requires the filing of applications, initial application fees ($25), and copies of ICC decisions on grants of authority and name changes. Carriers are then issued a Montana Registration of ICC Permit in the correct name as granted by the ICC.

All carriers holding intrastate certificates (issued by the PSC) and interstate permits (issued by the ICC and registered with the Montana PSC) are required to register equipment annually by purchasing a $5.00 "stamp" for each power unit utilized in the State of Montana. The Transportation Division issues more than 200,000 stamps each year, thus collecting more than $1,000,000 general fund dollars annually. Renewal notices for stamps are mailed late in the calendar year to all carriers. The carriers forward their fees by mail to the PSC to order stamps. The "bingo stamp" must be carried and displayed in the vehicles when conducting regulated activities. An automated system uses SAS on the state's mainframe computer to help track information associated with the registrants.

Public Service Commission Recommendations

The Montana Public Service Commission, in keeping with the Governor's call for review of the transportation functions in Montana, recommends that the registration of carriers holding interstate (ICC) authority and the sale of vehicle identification stamps (bingo stamps) to all regulated carriers be transferred to the Department of Transportation.

The commission, in reviewing its functions, concludes that this would be the only area that could feasibly be transferred. The moving of any other activities now under the PSC authority would necessitate establishing a duplicate board in the DOT to make the decisions that are now made by the PSC Commissioners.

The registration/bingo stamp function fits into the one-stop concept that has been proposed and implemented to some degree in other states. Intrastate carriers (those holding authority granted by the Montana Public Service Commission) would remain under the control of the PSC.

At this time the Commission would envision no staff transfer. The Transportation Division personnel who are presently handling these duties do so as an adjunct to other assigned duties, which encompass carrier audits, consumer complaints, tariff review and other commission functions. We estimate the equivalent of 1.5 - 2.0 FTEs are required to perform these duties.

Assuming registration/stamp function is transferred as recommended by the PSC:

Pluses

- Improved services to trucking industry (one-stop concept).

Minuses and other issues

- The revenues from the registration and stamp sales ($1,352,350 for FY 89) now are deposited in the General Fund. What would be contemplated under the DOT proposal is unknown at this time.

- The cost of this program is now funded by the PSC tax on utilities and railroads. This would end when the program is transferred.

- The computer program PSC now uses is used for both interstate and intrastate carriers. We have not explored the possibility of splitting this program to accommodate both agencies.

- The American Trucking Association is reviewing the state's use of the Bingo Stamp funds. There may be requests by the ATA to amend or end the bingo stamp program.

DEPARTMENT OF REVENUE

Report Of The Task Force Established
To Develop A Detailed Plan For
Transferring The Motor Fuels Tax Division
To The Department Of Transportation

Table of Contents

Introduction

This report has been prepared in response to a proposal to create a Montana Department of Transportation (DOT) in an effort to streamline statewide transportation functions. The Motor Fuels Tax Division (MFTD) relates to transportation in that it collects fuel taxes which are a primary source of revenue for the Department of Highways (DOH) and the Department of Commerce (Aeronautics Division).

The Department of Revenue (DOR) formed a task force to develop a detailed plan for transferring the MFTD to the DOT. The Task Force goal was to determine all tasks, resources and time frames necessary to effectuate a smooth transition of Motor Fuels functions to the DOT.

The members of the task force include:

Cindy Anders
Supervisor, Distributor Tax, Motor Fuels Tax Division

Lori Balcerzak
Supervisor, Processing, Motor Fuels Tax Division

Marlene Campbell
Bureau Chief, Systems Development Bureau, Data Processing Division

Parnell Eidum
Systems Analyst, Data Processing Division

Tammy Peterson
Chair Accountant, Centralized Services

Nick Ranalli
Bureau Chief, General Services, Centralized Services

Mary Ann Robinson
Accountant, Motor Fuels Tax Division

The report is in three parts: The first part describes the MFTD's operations and the advantages and disadvantages for incorporating the unit into the DOT; the second part discusses anticipated issues and proposed solutions; and the third part identifies the tasks and time frames necessary to effectuate a smooth transition.

PART I

Motor Fuels Operations

Program Overview

The MFTD relates to transportation in that it administers the collection of fuel taxes which are a primary source of revenue for Highways and Aeronautics. Taxes administered by the MFTD generate over $100 million annually. Monies are earmarked to the DOH, state parks, the Department of Commerce (Aeronautics Division), cities and counties and the petroleum storage cleanup fund.

The MFTD is one of eight divisions within the Department of Revenue (DOR). The MFTD is responsible for the administration of the Montana taxes on motor fuels as prescribed by Title 15, Chapters 70 and 71, Montana Code Annotated (MCA).

The division administers and enforces the motor fuel tax law through three programs: Administration and Licensing; Processing and Audit; and Gasoline Tax. Other support is also provided through automated systems and support personnel outside of the division.

Administration and Licensing Section

The Administration and Licensing Section is staffed with eight employees which include: the Division Administrator; an Accounting Specialist; an Accounting Technician; a Licensing Technician; a Collection Technician; a Bond Clerk; a Receptionist; and a File Clerk.

The **Division Administrator** is responsible for :

1. Scheduling hearing dates with Revenue legal personnel as necessary;

2. Providing testimony needed to resolve conflicts resulting from non-compliance to Motor Fuels Tax Act;

3. Advising the Agency Director and Division Administrators of problems in program areas as a result of services provided to the division;

4. Making recommendations as to possible solutions and corrective action for problems concerning enforcement of the Motor Fuels Tax Act by Gross Vehicle Weights Division of DOH;

5. Providing direction, development and management of Division staff; and

6. Developing, presenting and justifying the Division's budget.

The **Accounting Specialist and Accounting Technician** ensure the accuracy and accountability of cash receipts; bonds; property held in trust; statistical and management reports; property, printing and equipment inventory and ordering of supplies.

The **Licensing Technician** issues and renews all Special Fuel Licenses. Special Fuel Dealer licenses which are effective until cancellation are issued to diesel fuel dealers. Special Fuel User permits are issued annually to anyone who consumes diesel fuel for commercial purposes. Currently, there are 13,288 Special Fuel Users and 750 Special Fuel Dealers licensed and required to file tax returns. This position also ensures Special Fuel Dealers and Users are properly bonded to assure compliance with statute requirements. Unlicensed Special Fuel Users can secure a temporary permit by posting a $100 cash compliance bond with Gross Vehicle Weight officers at any weigh station.

The **Collection Technician** is responsible for updating accounts receivable, billing and correspondence necessary to obtain compliance. This position also files warrants of distraint, liens and monitors bankruptcies.

Processing and Audit Section

The Processing and Audit Section is staffed with eight employees: a Processing Supervisor, four Administrative Clerks, two Office Auditors and a Processing Technician. The processing section verifies and corrects fuel consumption and tax due on all Special Fuel Tax returns and assures compliance with tax reporting procedures. They also refund the compliance bonds once the unlicensed user complies with the statute. The audit section performs internal audits for proper tax reporting procedures and correct application of tax liability. They also instruct and advise taxpayers on compliance with Motor Fuels Tax Law.

Field audits are performed by the Field Audit Section of the Income and Miscellaneous Tax Division. MFTD is currently funded for three field audit positions. Each auditor performs approximately one hundred (100) Motor Fuel audits per fiscal year in accordance with standards developed by the Field Audit Section and under the direction of the MFTD.

Gasoline Tax Section

The Gasoline Tax Section administers the Gasoline Distributors Tax Act. Gasoline distributors, who qualify must file an application and appropriate security with the department to become licensed. Every distributor pays a license tax for the privilege of engaging in business in the state. Any person other than a licensed distributor must obtain a license from the DOR prior to selling gasoline on which a refund may be claimed. Taxes are refunded on any gasoline on which the Montana gasoline license tax has been paid which is subsequently used for denaturing alcohol, agricultural purposes or commercial off-highway consumption.

There are 150 gasoline distributors licensed in Montana and 500 refundable gasoline licensees. Approximately 10,000 gasoline refunds are processed annually. This section also collects and allocates to the Department of Health and Department of Commerce respectively, the Petroleum Storage Cleanup Fee and the Aviation/Jet Fuel Tax.

The Gasoline Tax Section consists of four employees: a Supervisor; and three Administrative Clerks. This section performs internal and external audits of exchange of product and correct application of tax liability; issues licenses for gasoline and alcohol distributors; and monitors bond amounts, filing requirements and tax due in accordance with the Gasoline Distributor Tax Act.

Automated Systems

The MFTD operates a highly sophisticated automated system which is part of DOR's integrated data base system. This system runs on the states' mainframe computer maintained by the Department of Administration.

The MFTD uses the system to process tax returns, licenses, bonds, compliance bonds, refund claims and SBAS accounting transfers both within the system and outside the division. The system interfaces with other DOR systems and processes such as the Revenue Control System (RCS), Department Accounts Receivable System (DAR), refund and confiscation programs and SBAS processing programs.

Other Support Within DOR

Mail processing, cashier and accounting functions are centralized within the DOR's Centralized Services Division (CSD). Legal support is provided by the Office of Legal Affairs in the Director's Office.

Mail Room Support

The mail room processes and distributes approximately 26,000 Motor Fuel Tax documents quarterly.

Cashiering Support

The cashier section assures proper receipt and deposit of all motor fuel taxes, fees and penalties. Approximately 8,000 documents ($25 -$30 million) are processed through the department's Revenue Control System (RCS) each quarter.

Accounting Support

The accounting section assures timely and proper distribution of revenue, proper depositing and recording of cash and compliance bonds and pays all expenditures relating to the MFTD.

Legal Support

DOR's Legal staff provides legal expertise in interpreting tax laws, promulgating rules and establishing policy on tax issues. They are also involved in informal appeals, appeals to the State Tax Appeals Board (STAB), court cases and bankruptcies on MFTD's behalf.

Funding

The MFTD is funded entirely from the highway special revenue account. The following represents the biennial appropriation approved by the last legislature:

	FY90	FY91
Full Time Equivalent	24	24
Personnel Services	$520,114	$543,434
Operating Expenses	150,015	145,645
Equipment	9,000	-0-
Total	**$679,129**	**$689,079**

The following advantages **(Pluses)** and disadvantages **(Minuses)** were identified by the DOR Task Force as part of developing a transition plan to the DOT:

Pluses

1. Cost Savings and Operating Efficiencies

Consolidating and streamlining statewide transportation functions would generate cost savings and operating efficiencies. They result largely from the elimination of duplicate services currently performed by multiple agencies and the economies of scale that can be achieved through consolidation of resources.

2. Automated Systems

As previously mentioned, DOR's automated systems significantly enhance agency operations. The Motor Fuels Tax System could be transferred along with other integral systems (accounts receivables and revenue control) to form a nucleus for the creation of a highly integrated transportation database system (IRP, IFTA, GVW). With additional systems development this would afford the DOT substantially more function and capability than is present in the DOR database system for centralizing statewide transportation functions.

The following advantages have been identified:

a. Better coordination/integration between the transferred system and other related systems within the DOT (IRP, etc.) would be gained;

b. Management of computer operations functions such as job submission and distribution of system outputs would be enhanced under a single agency;

c. A solid systems base would be provided to allow the addition of other DOT systems such as IRP registration, etc.; and

d. System centralization allows prioritization and coordination of system enhancements and system maintenance tasks within control of the DOT.

Although other alternatives were considered, the DOR has focused on the option that will be the most beneficial to both departments. Transferring the DOR system to the DOT will require the least amount of coordination, both initially and on an ongoing basis, and will provide the least potential for conflicts requiring intervention at the management level.

3. Enhanced Audit Capabilities

The Motor Fuel Field Audit program and IFTA requirements would be enhanced under a DOT for the following reasons:

a. Resources would be focused to only transportation issues;

b. Improved access and cross-reference capabilities would be available through centralization of department records such as IRP, ICC and Motor Fuel records;

c. Centralization of the audit and administrative functions within the DOT would enhance consistent application of Montana rules and regulations;

d. Possible audit savings by combining Motor Fuel tax audits with Highway audits; and

e. The IFTA tax committee strongly encourages IRP and IFTA audits to be performed simultaneously if the state is a member of both agreements.

4. Provide One Stop Shopping

A DOT could offer improved public service through development of a "one-stop shopping" facility which would provide information services, annual credentials, temporary permits and a collection point for all fees, taxes and public contact.

5. Improve Access To Revenue Collection Statistics

The creation of a DOT would provide improved access to revenue collection statistics which would provide better planning information to help forecast and develop DOT program levels.

Minuses

1. Tax Agency Specialization

Revenue Departments by their nature specialize in the administration and collection of taxes. This specialization brings with it economies and efficiencies that are only achieved when common activities and functions are centralized under one organization. The DOR administers over thirty taxes and has an infrastructure in place to efficiently:

a. Process a multitude of tax returns;

b. Deposit revenue in a timely manner;

c. Collect delinquent accounts;

d. Audit taxpayer returns; and

e. Reconcile tax receipts to the state financial records (SBAS) automatically.

Although a DOT could duplicate these functions, the sheer volume would indicate some increased level of staffing (mail room, cashiering, administration) in the DOT. To a large extent the proposed transfer of the DOR automated systems could lessen the workload impact.

2. Agency Audit Capability

The Motor Fuel's field auditors have the expertise to conduct audits in all areas of Income, Miscellaneous and Motor Fuels Tax. This structure enhances the utilization of resources by providing the following economies:

a. Combining taxpayer audits where appropriate;

b. Combining travel for multiple audits in a geographic area; and

c. Broadening audit coverage for all tax types.

3. Information Exchange and Access

The DOR has the authority to exchange information with the Internal Revenue Service. As a result, the DOR auditors have access to federal income tax records which can be especially useful in auditing motor carrier and IFTA accounts.

4. Administration of Tax Laws

Interpreting tax laws, promulgating rules, and establishing policy on tax issues require the expertise of a taxing authority. The expertise lies with the DOR. The DOR's Office of Legal Affairs provides legal expertise in the areas of informal appeals, appeals to STAB, court cases, opinion requests, informal advise, administrative rules and bankruptcies.

5. Management of Delinquent Accounts

Delinquency control and the ability to collect delinquent taxes are of utmost importance. Not only are Montana taxes involved but potentially those of other states through IFTA. The DOR accounts receivable system is a sophisticated information system which provides the tools to cross-reference tax owed by a motor carrier for fuels tax and other taxes for collection purposes.

6. Tightly Integrated Automated Systems

The MFTD's automated system is part of a tightly integrated system within DOR. The transfer/creation of a transportation department database within a DOT which would offer the same capabilities as the DOR database system for all automated MFTD processes would have the following constraints:

a. Staff resources would be involved to accomplish all necessary tasks for moving the system;

b. Computer costs associated with moving the system would be incurred;

c. Training DOT technical staff in the operation and maintenance of the system would be required;

d. DOR would lose roughly 12,000 taxpayers and tax related information from its database. This would result in both departments losing the capability to confiscate refunds processed by the other agency for offsetting delinquent taxes. Direct confiscation of taxes owed would not be possible until they are declared a bad debt and are confiscated through the State Auditor's warrant confiscation process.

7. Personnel Issues

MFTD personnel are not members of a bargaining unit. If the DOT is union represented, two issues will need to be addressed:

a. Will MFTD employees be allowed to vote as to whether they want to join the union or not; and

b. Will seniority for employees who transfer to the DOT as a result of executive reorganization be granted seniority back to the date of hire with the transferring agency?

8. Space Requirements

The MFTD could not be housed on site without major remodeling. The Division currently uses 4,500 square feet. Communication problems and impairments to some of the theoretical benefits may result if the DOT were not housed in one location.

PART II

Anticipated Issues and Proposed Solutions

The following represents the major issues identified by the Task Force and proposed solutions to effect the Motor Fuels transfer from the Department of Revenue to the Department of Transportation.

1. One-Stop Shopping

How can One-Stop Shopping effectively meet the needs of the trucking industry and MFTD goals and objectives?

The MFTD's goals and objectives are to create a one-stop shopping facility that would enable the customer to meet tax, permit, licensing, IFTA and safety requirements at a central location or any port of entry or weigh station throughout the state. The central facility located within the DOT would be the primary agency responsible for motor carrier requirements and would have centralized responsibilities for virtually all aspects of motor carrier qualifications. Additionally, the center would be technologically tied to ports around the state which would enable the carrier to meet regulations and requirements without visiting a central location.

Presently, the licensee must make stops at both the Gross Vehicle Weight Division (GVW) and the MFTD to obtain clearance to operate in the state.

Additionally, they may be required to visit the Public Service Commission (PSC) for ICC authority. By combining these functions at a central location, motor carrier services would be improved. This could be accomplished by modifying the present MFTD location to accommodate MFTD, GVW and PSC staff who provide carrier services. An alternative location would be the Department of Highways.

Because of the geographical size of Montana, the one-stop shopping concept would need to be expanded making these centralized services available at ports of entry and weigh stations throughout the state. The ports would need access to the DOT database which would give them the capability to issue temporary fuel permits, compliance bonds, pro-rate permits, oversized permits, provide ICC authority, pay fees, fines and delinquent taxes, post bonds, apply for license and other permits and file tax returns. Montana currently has 33 ports, which would need to be equipped with personal computers connected to the states' mainframe computer in Helena. This would allow remote access to the database and provide remote printing capability for issuing permits, licenses and other operating authority to customers.

Also, FAX machines and dedicated WATS lines would drastically improve communication between the ports of entry, carrier headquarters, weigh stations and the central office in Helena.

Cross-training would be necessary to provide both field and central office personnel with expertise in all areas of motor carrier requirements and regulations.

By creating a one-stop shopping facility of this scope, services to the trucking industry would be enhanced through a 24 hour one-stop shopping convenience which would save the carrier both time and money. The state would see an increase in revenues through:

a. Improved compliance with Motor Fuel and GVW tax reporting and permit licensing requirements;

b. A reduction in delinquent accounts through collection of taxes at the weigh station;

c. An audit trail would be generated by recording trucker activity throughout the state; and

d. Duplicated services would be eliminated.

The state could also combine state jurisdiction at ports of entry with border states in an effort to reduce costs and enhance services.

2. Agency Specialization

Would the MFTD ability to collect and administer taxes be impaired by removing the functions from the DOR, a specialist in these areas?

The DOR offers economies and efficiencies through the centralization of processing returns, depositing revenues, collecting delinquent accounts and automatically reconciling tax receipts to SBAS. By creating a similar database and MFTD operating system within the DOT, MFTD's ability to collect and administer taxes should not be impaired to any large extent.

3. Agency Audit Function

Would the MFTD field audit program be compromised by transferring it to a DOT?

Although the DOR's expertise and economies gained through enhanced utilization of resources would be lost by transferring MFTD to a DOT, very possibly the benefits offered by a DOT audit team would outweigh this loss. These benefits are listed under the "Agency Audit Capability - Transferring Motor Fuels to a DOT-Pluses" section of this report.

4. Information Exchange and Access

Can an information exchange and access agreement be obtained for the DOT from the Internal Revenue Service?

Yes, but this would require a formal agreement between the DOT and Internal Revenue Service allowing the DOT to access federal income tax returns. A similar information exchange agreement between DOR and DOT would be a useful audit tool benefiting both agencies. This may require legislation.

5. Administration of Tax Laws

Would current administration of tax laws be compromised within the DOT?

Administration of tax law requires the expertise of a taxing authority which lies within the DOR. Some of this expertise will be transferred to the DOT with the MFTD staff. However, legal services are provided by the DOR's Office of Legal Affairs which estimates that providing legal services to MFTD equates to approximately .25 FTE. It would not be feasible for DOT to staff a dedicated attorney to continue these services. However, the DOT could develop its own expertise with internal legal staff. Another option is to privatize this function.

6. Management of Delinquent Accounts

How would this function be integrated into the DOT?

The transfer of MFTD's automated system, with appropriate modifications, would provide a sophisticated information system with the capabilities to cross-reference tax owed by motor carrier's for fuel tax and other DOT fees. However, the system would not have the capability to interface with other taxes on the DOR data base.

7. Personnel Issues

How would current MFTD employees be affected by a unionized DOT?

A provision would have to be built into legislation allowing MFTD employees the right to vote to join a union. If the Union representing Highways became the DOT representative, the DOR would need to bargain certain provisions into the current Highways Supplemental Agreement allowing employees who transfer to the DOT through executive reorganization seniority back to the date of hire with the transferring agency.

8. Support Services

Would the DOT be able to provide mail room and cashier functions to the MFTD as efficiently as the DOR?

The DOR provides MFTD with automated mail room and cashier functions which afford MFTD timely processing of returns and timely deposits of money into proper accounting funds. The cashier services would transfer to the DOT through the DOR's proposal to create an automated revenue control system within the DOT. Additional staff and equipment would be required to offer the same level of mail room services MFTD currently receives.

9. Automated Systems

Could MFTD's automated system be duplicated within the DOT?

Yes. The DOR's proposal is to create a Transportation database which would offer the DOT the same capabilities as the DOR database system for all automated Motor Fuel Tax processes. This would require technical resources to make necessary modifications to all batch and on-line programs that will interact with this database, and for the conversion of pertinent data resident on the DOR database to the DOT database.

The database will be designed to include areas unique to the processing of Motor Fuels licenses, bonds, and tax return filings. Also included will be other areas where the system interfaces for processing delinquent accounts and for performing various accounting functions (revenue control and SBAS interfaces).

The design of the batch and on-line programs will not change. However, all affected areas within these programs will be modified to comply with the new naming conventions. Program logic that is not relevant to the Motor Fuels Tax System will be stripped from the programs associated with other systems with which this system interfaces. Display screens and report headings will be changed accordingly.

Job procedures will also be modified to reflect the new naming conventions. Additionally, updated copies of system documentation, the operations manual, and users' manual will be provided to the DOT.

10. Space Requirements

Where would MFTD be housed?

Housing a DOT in one location is not possible given existing space limitations. However, to minimize communication problems and the loss of the benefits of not having a central location, the MFTD could be moved to the DOH facility which currently houses the GVW and PSC. Another option would be to rearrange and expand the present MFTD location to accommodate MFTD, GVW and PSC staff to facilitate a one-stop shopping concept. MFTD's Gasoline Section, which is autonomous from other Motor Fuel operations, could be moved if additional space is needed.

11. Surety Bonds

Would current bonds secured by the DOR be transferrable to the DOT without recalling?

Legislation would need to be drafted which would allow DOT to assume the DOR secured bonds and for binding the security until the bonds are renewed with the DOT.

12. Costs Associated With Transferring the Program

The costs associated with the transfer of MFTD to the DOT have been approximated at $89,600. This figure does not include the $250,000 statewide communication system. These costs are detailed below:

Physical Move

To facilitate one-stop shopping, the cost for equipping weigh stations throughout the state with hardware and common link and training staff has been estimated by the DOH at $250,000. Additional costs would be incurred to man a central office that includes MFTD, GVW and PSC staff.

The cost to rearrange and expand the present MFTD location, which includes installation of a electronic elevator, has not been identified at this time.

Estimated costs of moving the MFTD staff to the DOH location is estimated at $4,600 to $6,000.

Automated Systems Transfer

The following estimated time frames and costs are based on the computer charges and time that must be spent by technical staff for the creation of a DOT database. These costs are for necessary modifications to all batch and on-line programs that will interact with this database, and for the conversion of pertinent data resident on the Revenue database to the Transportation database.

The following items represent the major tasks which will be involved to transfer current systems to the DOT.

Tasks to be accomplished	Charges	Manhours
A. Create IDMS Transportation database		170
B. Create new ADS/A	$ 300	20
C. Batch programs to convert data from the DOR database to new database	$ 800	350
D. Modify Motor Fuels Tax System		
150 On-line programs	$2,000	40
50 Batch programs	$2,000	24
30 Job procedures	$ 500	16
System testing	$1,500	40
System documentation		60
Total	**$6,000**	**180**
E. Modify Revenue Control System (interface)		
Review programs-logic changes		20
30 On-line programs	$ 400	10
20 Batch programs	$ 500	10
15 Job procedures	$ 200	10
System testing	$ 200	15
System documentation		25
Total	**$1,300**	**90**

F. Modify Accounts Receivable System (interface)		
Review programs-logic changes		420
115 On-line programs	$3,600	100
25 batch programs	$2,300	30
5 Job procedures	$ 100	10
System testing	$2,000	250
System documentation		60
Total	**$8,000**	**870**
G. Modify Revenue Audit Trail Programs (interface)		
Review programs-logic changes		10
10 Batch programs	$ 350	6
3 Job procedures	$ 50	4
System testing	$ 100	15
System documentation		15
Total	**$ 500**	**50**
H. Modify Revenue SBAS programs (interface)		
Review programs-logic changes		5
5 Batch programs	$ 180	4
2 Job procedures	$ 50	3
System testing	$ 70	8
System documentation		10
Total	**$ 300**	**30**
I. Modify Revenue Warrant programs (interface)		
Review programs-logic changes		5
4 Batch programs	$ 140	3
3 Job procedures	$ 60	4
System testing	$ 100	4
System documentation		4
Total	**$ 300**	**20**

J. Data Conversion DOR to DOT	$8,500	60
K. Security System Modifications		10
L. Training of DOT Technical Staff		20
Grand Total	**$26,000**	**1,870**

Ongoing System Maintenance Costs

The DOT will require .50 FTE with IDMS database, COBOL, CULPRIT, and ADS/O experience to maintain the system once it is moved.

Additional Support Costs

Current GVW staff and equipment could accommodate the MFTD's mail room and cashier needs. Costs for training GVW staff to become familiar with the RCS and equipment to aid in the processing of the increased mail volume have been identified as follows:

A.	Training		30
B.	Endorsing Machine	$2,700	
C.	Automatic Letter Opener	$5,500	
D.	Automatic Manila Opener	$1,100	
	Total	**$9,300**	**30**

Other Funding Issues

The FY90 Highway Special Revenue appropriation to the Director's Office is $85,988. In 1973, the amount appropriated to the Director's Office was to cover support for administrative costs incurred by support divisions on behalf of the MFTD. Typical support costs include personnel/payroll, data processing, legal, management, mail processing and accounting. The "support" appropriation was estimated and set at $50,000 in FY '73.

Since the Director's Office was funded by the general fund in FY '73, the funds from the highway special revenue fund would offset general fund costs. The $50,000 appropriation remained static until FY '78 when the legislature began increasing this appropriation regardless of the actual support provided. This can easily happen because of constant pressures while the Legislature is in session to "protect" the general fund.

In FY90 the estimated support provided to the Motor Fuels division, which includes personal services and operating costs, is as follows:

	FTE	Amount
Director's Office:		
Legal	.25	
Personnel	.03	
Management	.05	
Total	.33	$14,200
Centralized Services:		
Mail/Cashiering	.25	
Accounting	.05	
Payroll	.03	
Total	.33	$ 8,500
Data Processing:		
Systems Maintenance	.50	$15,000
Grand Total	**1.16**	**$37,700**

This appropriation needs to be supplanted with general fund appropriation. Because of fractional FTE, only 1 FTE would logically be transferred to the DOT but the entire $85,988 funding source would be lost. To maintain the same level of service in the Director's Office, an additional $48,300 in general fund will be required.

PART III

Implementation Timeframe and Major Transition Tasks

It is estimated that following the passage and signing of the legislation required to create a DOT and transfer the Motor Fuels program to either the DOT or DOH will require approximately twelve (12) to fourteen (14) months to effect. This is due largely to the substantial effort that will be involved to transfer the automated systems necessary to administer the program. Realistically, the formal transition would occur on July 1, 1992.

The following is a schedule of transition tasks and duties that would be required and time estimates to complete the transfer of the MFTD to the DOT:

Estimated Elapsed Time To Complete	Transition Tasks and Duties
6 Months	Draft legislation and adopt Administrative Rules
6 Months	Review existing MFTD litigation and finalize or transfer to DOT jurisdiction.
1 Month	Assess legal needs for administration of tax law within the DOT and implement a plan for internal staffing, contracting with DOR or privatizing.
12 Months	Create DOT database and related systems.
1 Month	Determine the location of MFTD operations and implement the following: 1. Change over of mail to DOT mail room; 2. Transfer of current MFTD equipment via PAMS to DOT; and 3. Notify all accounts of changes in responsibility.

1 Month	In the event of a physical move: 1. Transfer all office equipment; 2. Coordinate telephone relocations; and 3. Change address.
6 Months	In the event of modifying present MFTD location: 1. Secure present deck area and create new office space; 2. Transfer office equipment of other DOT personnel; and 3. Install electronic elevator for public access.
2 Months	Print new forms, letterhead and envelopes with DOT heading.
1 Month	Transfer personnel and payroll records, compensatory time, union membership status and provide employee orientation.
2 Months	Cross-train personnel to facilitate the one-stop shopping concept.
1 Month	Ensure accurate and timely reporting of MFTD financial transactions.
1 Month	Establish new SBAS cost centers consistent with DOT reporting structures and allocate operating budget.
1 Month	Make all SBAS entries to transfer cash, receivables and expenditures to the DOT.

Department of Revenue Task Force Recommendation

The DOR task force has attempted to identify the tasks, resources and time frames involved in transferring the MFTD to the DOT. Although a number of disadvantages were identified, the committee believes the long-term benefits of a DOT far outweigh the negatives.

The committee believes that the creation of a DOT that effectively serves both the trucking industry and government requires the implementation of one-stop shopping. For the state, one-stop shopping would include a central facility staffed with MFTD, GVW and PSC personnel who offer full carrier services to walk in customers and ports throughout the state who are technologically equipped to offer the same services to the trucking industry.

Intangible benefits will be gained through customer satisfaction as well as cost savings through improved compliance, an effective means of collecting delinquent accounts and a built in audit trail.

The benefits of one-stop shopping have the potential to offset the substantial costs associated with implementation of the program.

The DOR's goal of creating a database and transferring DOR systems which are used by the MFTD operating system will afford the DOT a sophisticated automated system which with the appropriate modifications could be capable of cross-referencing tax types, permits, fees, and delinquent accounts and automating cash receipts to ensure timely deposit and automatic update of SBAS.

The system will provide the nucleus for creating a technologically advanced one-stop shopping facility giving ports throughout the state the capability to access the status of any carrier traveling in the state. The system will be made available to the DOT for a fraction of the cost of developing a new system.

Because of the long-term benefits the DOT is capable of offering both the trucking industry and state through centralization of transportation issues, it is the committees recommendation that the MFTD be transferred to the DOT.

Montana Department of Highways

We believe the future will find Montana with an effective and efficient Department of Transportation (DOT). We've always assumed that the present Department of Highways, perhaps with minor exceptions, would be a core part of that new Montana Department of Transportation.

The department already works closely with the Federal DOT and is a member of AASHTO, the American Association of State Highway and Transportation Officials.

The department is a highly decentralized organization having two-thirds of our 1800 employees located outside Helena.

The Helena headquarters building and site is large enough to accommodate most of a DOT. In general, existing department field offices and sites could be modified to provide most of the services a DOT should render outside Helena. Several department field facilities already accommodate Highway Patrol offices and there is some use of shared facilities and capabilities.

We believe our diverse and widespread operation provides a solid foundation on which to build a new organization to meet Montana's transportation needs.

Better coordination of transportation programs and policies, better delivery of services and savings through elimination of duplicate services and economics of scales can result from the DOT. Our discussions with other agencies confirmed our belief that a DOT should be formed. There are, however, issues which will need attention.

Issues and Recommendations

Implementation

Transition to the DOT structure will be disruptive to the units selected for inclusion in the DOT. We suggest they be brought into the new organization intact. This would be least disruptive to the units involved, the DOH units and the constituents who receive their services. This would provide time for all parties to focus and gain full understanding of their relationships and mission in the new DOT. More time would be available to work out union, leave and other personnel issues prior to any reorganization or other adjustments, should they be needed.

Few savings and benefits would be immediate; rather they would take place over time, as the DOT grows into its new role.

Space

Space for incoming units is a major concern for forming the DOT. There is currently little unused spaced in the DOH offices. Some consolidations can be achieved, but probably not enough space for all the units being considered. Should it be necessary in forming the DOT, the PSC has offered to move, if a satisfactory site and funding could be found.

The PSC's move to their current site cost about $200,000.

Current space used	Square Feet
Transportation Division	3,776
Motor Fuels Tax Division	4,500
Highway Patrol Division	10,801
Highway Traffic Safety Division	3,140
Motor Vehicle Division	12,974
PSC	11,893
Department of Highways Headquarters	117,946

At first glance, we assumed the entire current Department of Highways would be transferred and form a nucleus for the DOT. However, after consultation with other agencies, we felt some activities deserved a more careful review.

Communications

Radio Communication was critically reviewed, since the Department of Justice also maintains a large system and has 24 hour-a-day dispatch needs.

The obvious question about duplication arises. However, this question is not new, as recent legislatures have provided some direction.

The Department of Administration was assigned responsibility over these systems for all agencies and they are formulating new policies and plans for better use of resources. An earlier attempt to consolidate all functions and responsibilities failed, so the current plans will probably not attempt full consolidation, at least in the short term.

The department has over 1,000 mobile radio units in equipment like snow plows and sanding trucks which are maintained by staff in Helena and five field locations. We recommend these activities be retained in the DOT. The Department of Administration may eventually provide a better "statewide" system. But, in the meantime, these communication functions, which are critical to our day-to-day operations, should remain in the DOT.

GVW Compliance Bureau

We also considered the GVW Division or just its Compliance Bureau as candidates for transferring to Department of Justice. Some of the functions performed are law enforcement, which seems more appropriate in a Department of Justice.

The division's primary activities are administrative and regulatory. Services they provide are an important part of the "one-stop" concept, hence its removal from the DOT doesn't seem appropriate.

The Compliance Bureau does enforce GVW Laws. However, they also sell permits, licenses, etc., which are needed to make an operator "legal." They annually collect about $2.6 million through permit sales and $450 thousand through issuing citations. Compliance officers normally work alone at weigh stations so separation of enforcement and other activities would require duplication of staff and add additional inconvenience to vehicle operators.

With installation of computers at weigh stations, the compliance officers would become a focal point in the one-stop concept. Therefore, the department recommends its inclusion in the DOT.

Motor Carrier Safety Assistance Program (MCSAP)

The Motor Carrier Safety Assistance Program at the Department of Justice is a federal program administered with assistance of the U.S. Department of Transportation to promote commercial motor vehicle safety through truck inspections for compliance with safety standards.

The Director of Highways has agreed to train GVW compliance officers and allocate a few hours of their time each month for these inspections. Inspections are typically conducted at Highway Department weigh stations. MCSAP staff also typically use these same sites to conduct inspections. Hence, motor carriers may be confronted by three state employees—GVW, PSC, MCSAP—when stopping at a weigh station.

Since MCSAP is a U.S. DOT program, and highway staff also perform inspections, the program may be better served under the auspice and control of the DOT. Having a single state employee would eliminate duplication ancd cause less inconvenience for motor carriers. The department believes that MCSAP should be considered for inclusion in the DOT.

Additionally, Montana would benefit from having a single agency responsible for regulation of hazardous materials transportation. At this time, no one state agency acts as a clearinghouse for hazardous material information. Federal Motor Carrier Safety Rules cover the transportation of hazardous materials. Adding hazardous material regulation and an information center with MCSAP under a DOT would provide the motor carrier industry, as well as the public, better accesss to hazardous material information.

Highway Traffic Safety

For states to receive funds under the Highway Safety Act, each state governor must exercise his responsibilities through a state highway safety agency. In Montana, these duties have been assigned to the Highway Traffic Safety Division. The Division reports to the Attorney General, an elected official not part of the Governor's cabinet. Hence, the Governor has no true control and authority to ensure federal requirements are being met.

The present administrator worked for the Department of Highways and has done an excellent job coordinating his efforts with the department. Some activities and procedures are nearly identical to those of highway's staff. Also, preliminary indications from the Federal Highway Administration indicate that they expect a re-orientation of required safety efforts by Highway Departments as part of the new Federal Highway Act. It appears that this re-orientation will require an integrated safety effort involving less emphasis on the construction of spot safety improvement projects and greater emphasis on other strategies (driver training, programs for elderly drivers, etc.) which pay greater dividends in terms of accident reduction.

Unless the highway safety activities of the Highway Traffic Safety Division and those currently conducted by the department are integrated, we see two areas for future concern:

1) A duplication of effort where both Highway Traffic Safety and the Montana Department of Transportation are managing safety programs involving driver training, driver improvement, seatbelt use and other similar strategies.

2) A diffusion of responsibility for meeting highway safety goals which the federal government will likely impose.

Discussions with Federal Highway Administration personnel indicate the federal objective of reducing highway accidents is likely to be enforced through a goal oriented requirement that states "reduce accident rates and severity." As we currently visualize it, each state will be required to come up with a safety plan and implementation strategies. If the safety plan does not result in meeting the target for reduction of accidents, the state will be penalized a portion of its basic federal-aid highway funding. Hence, one focal point for safety issues seems beneficial.

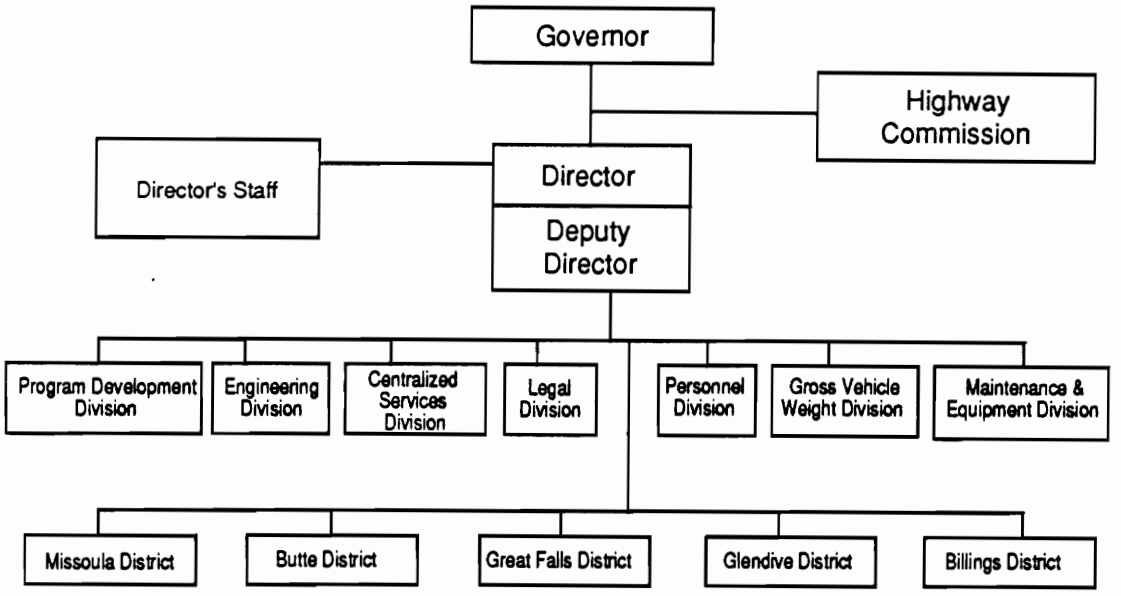
Background on the Department of Highways

Responsibility for Highways is common to all DOTs. In Montana the Department of Highways is responsible for planning, design, construction and maintenance of the state's highways, including 11,740 miles on the federal-aid system and an additional 1065 miles of "off-system" roads not eligible for federal funds.

About $115 million of the department's annual expenditure of $298 million is federal funding which can only be used for highway construction.

Budget	FY 1990	Funding	FY 1990
FTE (authorized)	1934	State Special Revenue	168,241,459
Personal Services	57,010,209	Federal Revenue	115,643,538
Operating	201,541,104	Proprietary	14,176,295
Non-operating	33,047,899		$298,061,292
	$298,061,292		

Because of the size of the highway program and the extensive rules, regulations and guidelines which accompany federal funding, the department has a large and complex organization employing about 1800 people. The organization consists of a Highway Commission, a director, his staff, seven divisions and five field districts as shown on the following page.



DOT Issues affecting the Highway Commission

A much broader role for a Transportation Commission may be required to accommodate the expanded intermodal responsibilities under a Department of Transportation.

Revising and expanding commission duties to account for surface, rail and air interests and the broad geographical make-up of issues Montana faces might best be addressed through the combined input of the public, the agencies, the legislature and the Governor. Such changes could help provide the broader focus necessary under a DOT.

The **Highway Commission** is a five member, quasi-judicial board, with each member representing a geographical district within the state. The geographic district each commissioner represents corresponds to the states's financial district law, which is intended to help insure that highway spending is distributed equitably across the state.

Highway commissioners are appointed by the Governor to four-year terms. Terms of three commissioners are concurrent with the Governor's term; the other two terms expire during the middle of the Governor's term. The chairman is appointed by the Governor.

The commission is not required to meet at a specific time nor to have a specific number of meetings per year. The duties of the commissioners are found in Montana law and are generally as follows:

1) The commission establishes priorities, selects and designates projects for construction and reconstruction on the interstate and primary systems. (Section 60-2-107, MCA)

2) The commission lets all contracts for work done on state and federal-aid highways. They also determine the type and terms of the contract. (Sections 60-2-111 and 60-2-112, MCA)

3) The commission designates what highways will be on the primary and secondary systems and selects the routes of the interstate system. They also designate what highways are to be included in the state maintenance system. The commission has the power to abandon highways under its jurisdiction. (Section 60-2-104, MCA)

4) The control of access to highways is a commission function. A controlled-access highway project cannot be constructed unless the commission adopts a resolution designating it as such. (60-5-103,MCA)

5) The commission sets speed limits on all highways under its jurisdiction. This is done on the basis of an engineering and traffic investigation. (Sections 61-8-303, 61-8-309 and 61-8-310, MCA)

6) The federal Outdoor Advertising Control Act (having to do with control of billboards and other signs meant to be read from the highway) is administered by the department. The commission has the authority to make rules for the implementation of the Act and to hear and decide contested cases which arise under the Act. These contested cases usually involve the legality or illegality of billboards along the highway. (Chapter 15 of Title 75)

DOT Issues affecting the Director of Highways

The authority and duties of the director should be expanded to encompass the entire DOT.

The **Director of Highways** is also appointed by the Governor and has authority to:

1) supervise, direct, account for, organize, plan, administer and execute functions vested in the department;

2) establish department and employee policy;

3) compile and submit reports and budgets for the department as required by law or the Governor;

4) represent the department in communications with the Governor;

5) prescribe rules, consistent with law and rules established by the Governor for the administration of the department; the conduct of employees; performance of business; the custody, use and preservation of records, documents and property pertaining to department business;

6) establish organizational structure subject to Governor approval;

7) establish, abolish or make appointments to subordinate positions;

8) maintain Helena offices and such other facilities statewide that are necessary for effective and efficient operation of the department;

9) transfer employees between positions, change duties, titles and compensation of employees, subject to law;

10) delegate any vested function to subordinate staff;

11) apply for, accept, administer and expend funds, grants, gifts and loans from the federal government or any other source in administering department functions;

12) enter into agreements with federal, state and local agencies necessary to carry out the department's functions.

DOT Issues affecting the Director's Staff

The Director's Staff —the Information Unit and the Audit Unit—would be required in a DOT. The duties would be expanded to encompass the full spectrum of DOT activity.

About 13,000 carriers based in Montana or traveling through Montana use diesel fuel and must report their fuel use to the Motor Fuels Tax Division quarterly. Our GVW Division administers the IRP Program where fees, taxes, etc. are collected for each state. Both divisions make computations by prorating mileage driven in each state. Hence, the mileage reported by carriers must be scrutinized by both agencies. Currently, auditors from both agencies must audit the carrier's records, but one comprehensive audit could be performed by DOT auditors.

Also in the area of audit, we estimate that three additional auditors would be required for support of fuels tax, since that support is not part of the Motor Fuels Tax Division and would not be transferred to the DOT.

Director's Staff

The **Information Unit** prepares and disseminates winter and construction road reports and responds to requests for information from the news media, other agencies and the public. In addition, the staff provides professional support for the director, division administrators and district engineers on a variety of information and communication issues. There are two full-time positions, plus a temporary position during the winter road reporting season.

The **Audit Unit** audits all external contracts made by the department. These audits involve utility companies, railroads, cities and counties, consultants and universities. The audits include:

- contracts normally written on an actual cost-reimbursement basis;
- costs not being controlled through a competitive bid process require the audit before being funded by the state or federal government;
- external audits for some 900 truckers' prorate licensing under the International Registration Plan (IRP). Audits include mileage and valuation verifications. Audits are by agreement with other states who reciprocate by auditing their carriers verifying fees to Montana;

- contractors' claims and right-of-way condemnation or damage claims.

Internally, the Audit Unit reviews all functions for which federal funding is requested. Primarily, this involves Right-of-Way, Preconstruction, Construction and Planning and Research. Internal controls of assets, petty cash, etc. are also evaluated.

The Unit is currently staffed with four full-time employees.

DOT Issues affecting the Program Development Divison

No critical impacts to the Program Development Division are foreseen. The DOT will provide opportunities for better direction and coordination of planning activities and better sharing of planning data and information.

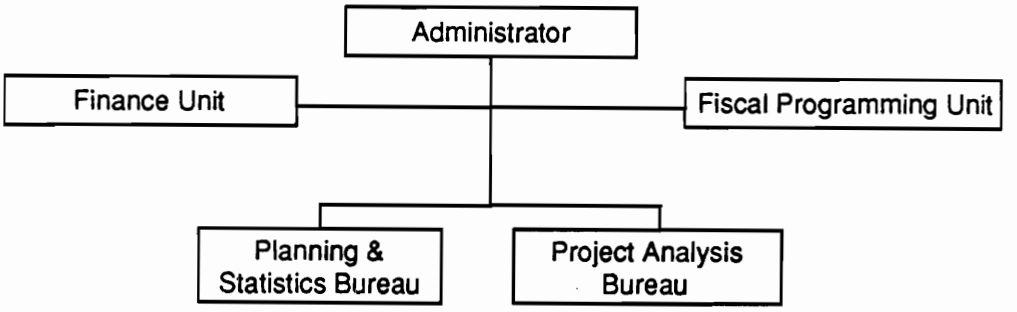
The department consulted carefully with the Divisions of Transportation and Aeronautics at Commerce and the Highway Traffic Safety Division of the Department of Justice to attempt to identify areas of duplication. Essentially, none were found, although similarities exist. The principals involved do an effective job of coordinating their planning activities. However, coordination would be facilitated in a DOT, since responsibilities and priorities would be better defined and controlled through a single director.

The **Program Development Division** plans highway improvement programs. They:

- develop and recommend the highway construction program,
- contract with the Federal Highway Administration for federal funds,
- evaluate and recommend new highway projects to the Highway Commission for their approval,
- coordinate the secondary and urban programs with local government,
- gather and publish status and condition data for Montana's highways, and
- perform long-range planning and develop special plans.

The division consists of two bureaus and two units, with about 50 employees.

Program Development Division



The **Finance Unit** manages the division's budget involving day-to-day operations and prepares various federal financial reports of state and local planning and construction activities.

The **Fiscal Programming Unit** manages state and federal funds for the planning and construction of highway projects, prepares necessary program documents to contract with the Federal Highway Administration for federal funds, and prepares the department's tentative construction program based on the availability of funds.

The **Planning and Statistics Bureau** employs 31 people and consists of four sections including Urban, Statistics, Traffic and Rural Planning.

The **Urban Section** coordinates the department's transportation planning activities with local officials in the state's 15 urban areas (population over 5,000). This includes assisting with transportation related studies and the Federal-Aid Urban Construction Program.

In the three urbanized areas (Billings, Great Falls and Missoula) the section administers the federal planning funds received by the state for use by local planning agencies to carry out comprehensive transportation planning.

The **Statistics Section** maintains highway and street data in the department's Highway Information System. This is accomplished through field inventories and verification of certified road mileage reports received from local elected officials. This data is also used to allocate state gas tax funds to the cities and counties and federal-aid secondary funds to Montana's 56 counties. Highway statistics are also required, in part, to support federal-aid received by the state.

The **Traffic Section** collects and maintains historic traffic volume data on the state's roads. The data is collected by manual counts, portable traffic counter and permanent automatic traffic counters around the state. In addition, the section manages the department's weigh-in-motion data collection efforts.

Information on traffic volumes, current and projected, are incorporated in the design of highway and intersection improvements. Data on truck axle loadings is provided for pavement design.

The **Rural Planning Section** coordinates statewide transportation planning in all areas except the 15 urban areas. Their planning studies cover a multitude of subjects dealing with the state's rural highways.

Other functions include reviewing land-use proposals for effects or impacts to the state's highways and providing data to the Federal Highway Administration (FHWA) through the *Highway Performance Monitoring System.* The section staff also maintains official records of Montana's federal-aid highway systems as approved by the Highway Commission and FHWA.

They update and maintain the official city and county plats and maps based on field observations and information from local officials. The maps are used throughout the department and are sold to other agencies and the public.

The **Project Analysis Bureau** evaluates the needs on the state highway system and initiates projects requiring construction or restoration on our major highway systems. In addition, potential safety projects at railroad crossings and small-scale highway safety improvements are evaluated and projects are initiated based on these evaluations.

The Project Analysis Bureau must evaluate the needs of the highway system based on available and anticipated state and federal funding. Projects are prioritized for a short-term and long-term highway plan by the Program Development Engineer and approved by the Director of Highways.

The Project Analysis Bureau employs 10 people and consists of a Secondary Roads, a Pavement Management and a Project Planning Section.

The **Secondary Roads Section** has a section supervisor who is required to:

- maintain liaison with the counties, (FHWA), and inter-departmental bureaus;
- assist county commissions in selecting and establishing priorities for their federal-aid secondary (FAS) construction funds;

- maintain a list of priorities for present and future FAS and off-system bridge projects;
- monitor the available state and federal FAS and off-system bridge funds to assure sufficient funds are available when projects are scheduled;
- solicit priorities from county commissions in an effort to maintain FAS fund balances at minimum levels;
- initiate preliminary engineering of FAS and off-system bridge projects;
- participate in pre-program field reviews for secondary road and off-system bridge projects;
- process all requests for revisions to the Montana FAS system;
- coordinate "Direct Federal Programs" by preparing and submitting proposals for Federal Lands Highway projects and Forest Highway Projects;
- maintain liaison between the department and the Montana Coal Board for use of Coal Board funds on state highway projects;
- keep cities and counties informed of their share of state gas tax monies and solicit their proposed use of these funds, as required by law;
- maintain liaison with the Montana Association of Counties and the Rural Technical Assistance Program.

The **Pavement Management Section** (PMS) surveys and monitors pavement conditions on Montana's state-maintained paved highway system. Pavement distress on each of the 18,600 lane miles of roadway is measured and recorded and the data stored on a two-year frequency.

Pavement management data is used to improve the efficiency of decision making and to provide feedback on the consequences of decisions, facilitate the coordination of pavement activities within the department and ensure consistent decisions are made concerning pavements.

Using the pavement distress data, the PMS also produces pavement repair strategies and costs for the Maintenance Division and the field districts.

The **Project Planning Section** administers the Safety Engineering Improvement Program, Railroad-Highway Crossing Protection Program and Project Selection Program.

The main objective of the *Safety Engineering Improvement Program* is to reduce the number and severity of traffic accidents on Montana's roads by defining high accident locations and taking corrective action.

The *Railroad At-Grade-Crossing Program* strives to provide safe and orderly movement of traffic along streets and highways that cross railroads. A Hazard Index is developed and used to determine the protection type needed on the 1600 at-grade rail-highway crossings. The Hazard Indexes are prioritized on a statewide basis and used to allocate federal and state funds.

The *Project Selection Program* is a continuous process that involves planning, project selection, programming and preconstruction and ends with construction scheduling. The project selection system provides guidelines for developing proposals into programmed projects.

The department's *Tentative Construction Program* is a list of highway construction projects scheduled to go to contract in the next two years. This two-year program is derived from the long-range program. It's developed from project status assessments and current estimates of the availablility of funding.

DOT Issues affecting the Engineering Divison

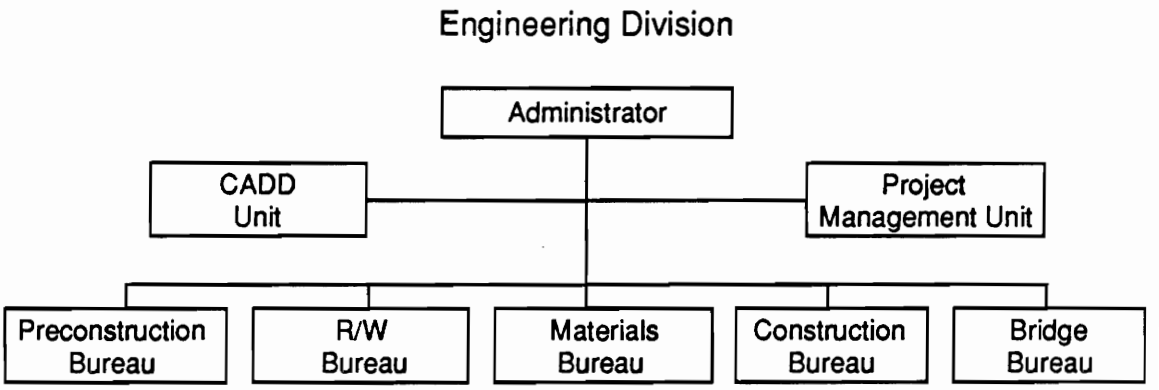
Functions provided by the Engineering Division will continue in a DOT. Some functions, capabilities and expertise would likely be beneficial in an expanded DOT, i.e., drafting, CADD, contract preparation, asphalt design for runways and other engineering knowledge.

The **Engineering Division** is charged with designing and building a safe and efficient highway system, including the Interstate, Primary, Secondary and Urban Systems as defined by Federal Highway Legislation and non federal-aid highways maintained by the department.

The responsibility includes all bridges, drainage, traffic control devices and other features which must be designed and built to the highest reasonable standard. The division also ensures the most recent proven technology is used. The division administers an annual highway construction program in excess of $150 million.

The Engineering Division is organized into two units and five functional bureaus as shown below. The **Preconstruction Bureau**, the **Bridge Bureau** and the **Right-of-Way Bureau** handle the design and preparation steps required before a highway facility can be built. The **Construction** and **Materials Bureaus** ensure that the project is constructed in accordance with the plans and specifications.

This large division has more than 300 employees.



The **Project Management Unit** monitors, analyzes and coordinates project development for the Engineering Division;

- determines if all project activities are completed on time to meet program schedules;
- schedules are based on anticipated funding capabilities and manpower availability;
- recommendations for remedial action are made whenever schedule changes are necessary.

The **Computer Aided Drafting and Design (CADD) Unit** now has 14 CADD workstations—powerful, efficient and flexible design tools. Road Design, Bridge, Traffic, Hydraulics, Right-of-Way, Program Development, Photogrammetry and one district are all using the computer systems for drafting and design of most projects. CADD will be installed in the other four district offices in the near future.

The **Preconstruction Bureau** embraces every needed technical activity, except bridge design, to prepare highway projects for construction. The bureau also performs speed zone studies, school crossing studies, hydraulic studies during and after floods and other special engineering studies that may be required.

The **Road Design Section** performs location studies and designs most highway projects. The section also coordinates the projects designed in the district offices.

The **Hydraulics Section** performs all hydrologic studies, sizes waterway openings for bridges and pipes and does the irrigation and storm drain design. They secure Section 404 Permits from the Corps of Engineers, Floodway Management Permits and Lakeshore Permits. The section staff also carries out special hydraulic and hydrologic studies associated with landowner damage claims, floods, maintenance activities, etc.

The **Survey and Mapping Section** does the department's photogrammetric control and mapping to provide topographical information necessary for design of highway facilities.

The **Traffic Engineering Section** designs all signing and striping;

- does geometric layouts of the more complex intersections;
- does capacity analysis;
- does signal warrant studies and design;
- does lighting warrant studies; and
- designs and performs speed zone, school crossing and other special studies.

They also review shop drawings for signing, signal and lighting items for projects under construction.

The **Consultant Design Section** monitors consultants' progress, coordinates and checks their work and updates the designs as necessary after they are accepted by the department, but before the contracts are let.

The **Environmental Section** prepares all environmental documents, handles all public hearings, performs wetland studies, prepares seeding recommendations, handles hazardous waste problems and performs cultural resource studies.

The **Right-of-Way Bureau** acquires land for highways. The staff also provides assistance and payments to individuals and businesses dislocated by highways, manages and maintains records of all property owned by the department, controls advertising signs along highways and arranges for the relocation of railroad and public utility facilities that conflict with highway construction.

The headquarters' **Right-of-Way Bureau** has six sections:

The **Plans Section** programs right-of-way funds and coordinates the preparation of right-of-way plans. This section also prepares all legal descriptions for property to be acquired.

The **Appraisal Section** reviews and approves completed appraisals and promulgates appraisal policy.

The **Negotiations Section** reviews and approves completed negotiations, promulgates negotiations policy, acquires land from public agencies and provides relocation assistance.

The **Land Section** manages excess land, processes claims for right-of-way payments, maintains all permanent land acquisition records and issues permits for outdoor advertising signs.

The **Utilities Section** develops relocation agreements with public utility companies and railroad companies.

The **Field Right-of-Way Section** provides all the field right-of-way activities including preliminary right-of-way studies, justification and land services facilities and appraisal and negotiation for right-of-way.

The **Materials Bureau** arranges for or inspects all instate and out-of-state fabrication of structural steel, prestressed beams, light standards, culvert pipe, etc.

The bureau also maintains an up-to-date *Materials Manual* which describes in detail the equipment to be used for each test and the procedures to be followed during sampling and testing. They provide regular training seminars to the district materials supervisors, specialized on-the-job training and problem "trouble-shooting" to the field districts.

The Materials Bureau also provides:

- mixture designs for all asphalt and concrete pavement, structural concrete and high density concrete for bridge deck overlays;

- routine and specialized testing of concrete, aggregate, cement asphalt, soils, paint, rebar, strand, fencing, signs, etc.;

- approved pit sources for asphalt and concrete highway construction;

- coordination of all research and experimental projects.

The **Geotechnical Section** provides geotechnical designs for backslopes, landslides, drainage subexcavation and subcuts and conducts all subsurface boring for geologic foundation analysis.

The**Testing Section** performs bituminous mix designs and performs testing on all materials used in construction for conformance to specifications.

The **Materials Services Section** designs all surfacing "typical sections", collects and alanlyzes pavement deflection measurements with the Road Rater, handles nuclear testing and prepares materials certificates.

The **Construction Bureau** includes the following sections:

The **Contractor Estimate Section** administers contractor payments, processes completed projects for final payment and prepares final documents for collection of federal-aid reimbursement from the FHWA.

The **Construction Review Section** inspects and monitors road and bridge construction throughout the state, monitors and inspects prestress beam plants furnishing structural concrete beams for highway projects and reviews plans and special provisions prior to contract lettings.

The **Contract Plans Section** takes completed plans and turns them into PS & E (plans, specifications and estimate) packages. They then advertise bid lettings and open the bids.

In addition to the above, the Construction Bureau administers and monitors *Construction Manpower Management System (CMS)*, approves all subcontracts and notifies successful bidders with a notice to proceed on all highway construction contracts.

The **Bridge Bureau** prepares plans, specifications and related items for construction of all major structures. In addition, they perform inventory, analysis and inspection of existing bridges, review and approve work performed for the

department by consultants, assist other bureaus in project development, perform gross vehicle weight analysis and advise the GVW Division, and coordinate bridge project matters with various state, federal and local agencies and private companies.

DOT Issues affecting the Personnel Divison

The policies, procedures and systems required to support the existing Highway agency are broad and extensive and the incremental expansion necessary to support a DOT shouldn't have significant adverse impacts on the division. However, many sensitive employee issues and policies will require attention as the DOT is being formed.

The **Personnel Division** is a support division employing 17 people in the Helena office. The division's activities include:

- **Personnel,** Labor relations, personnel policies, classification and pay plan, personnel records, investigations, grievances, arbitrations and court cases, recruitment and selection;
- **Civil Rights,** Affirmative action, contract compliance (EEO and wage rates), disadvantaged business enterprise program, internal and external Equal Employment Opportunity, discrimination complaint investigations;
- **Safety,** Worker's Compensation, employee safety and safety training, MOSHA rules and regulations, safety history and records, first aid training and driver education;
- **Training,** Construction, maintenance and management training and development. Design and coordinate training, maintain training records;

DOT Issues affecting the Legal Divison

The department's legal staff handles a broad variety of issues, since the agency has such diverse activities. However, the staff has little expertise with issues like tax law or commodity transportation rates and service.

The Legal Division would have to secure staff, develop additional expertise or contract for services. We feel there may be some rough spots initially, but in the long term legal needs will be adequately met.

The **Legal Division** provides legal services to the Highway Department and the Highway Commission. They:

- represent the department and commission in judicial and administrative hearings;
- draft and review legal documents of all kinds; and
- provide legal advice to the commission and department personnel.

The majority of the judicial cases handled by the Legal Division consist of eminent domain actions wherein the department is seeking to obtain rights-of-way. The majority of the administrative hearings handled by the Legal Division are illegal sign hearings brought under the *Outdoor Advertising Control Act*. The division employs a staff of seven.

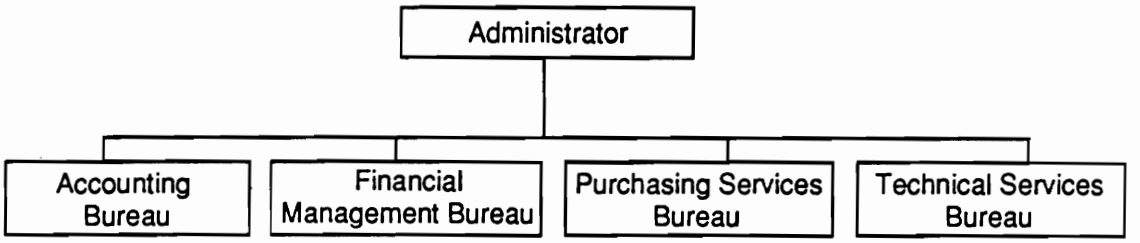
DOT Issues affecting the Centralized Services Divison

The inclusion of the Department of Commerce and Department of Revenue functions will significantly impact the Centralized Services Division. However, the division staff believes it can fully support the additional functions.

The administrative functions of accounting, budgeting, computer support, purchasing, mail, wordprocessing, etc., are performed in other areas of those departments and probably wouldn't be transferred. We anticipate the need for additional support equipment and three to four FTEs to properly service their needs. The existing Department of Highways units will receive a lower level of support services while our staff acquires the equipment and expertise to support these new functions.

The **Centralized Services Division,** due to the size and complexity of the department, consists of four bureaus including about 80 employees.

Centralized Services Division



The **Accounting Bureau** develops, manages, plans and controls the department's accounting and related systems in accordance with state and federal laws and recognized standards. Duties include:

- accounts receivable;
- accounts payable;
- inventory and fixed asset accounting;
- development and implementation of agency accounting policies, methods and procedures;
- payroll;
- compliance, audit and review of the department's financial information systems, including accounting policies, methods and procedures;
- technical education and assistance;
- processing of all financial documents.

The **Financial Management Bureau** develops, coordinates and maintains various financial information systems and uses them to analyze and report on the department's use of its resources. These duties include:

- budget preparation, analysis and monitoring;

- preparing highway construction project financial information, by integrating various management and planning systems with the financial systems;
- monitoring and analysis of manpower;
- cash forecasting; and
- assisting in the preparation and monitoring the department's bonding program.

The **Purchasing Services Bureau** administers the department's purchasing program and writes internal policy (within the limits established by state law and delegated purchasing authority from the Department of Administration).

- The bureau secures over $12 million worth of engineering and maintenance related commodities and services annually through "bulk" purchasing.
- The bureau provides formal procurement training statewide, and conducts scheduled purchasing compliance reviews.
- The bureau also administers and writes policy for the Highway Stores Program which maintains, monitors and distributes the department's $17 million supply inventory.
- The bureau administers and writes internal policy for the department's Surplus Property Program which, in coordination with the Department of Administration, salvages all unwanted highway material.
- In addition, the bureau provides internal mail service to Helena Headquarters and the eleven field offices.

The **Technical Services Bureau** provides technical advice, expertise, research, training, and services for the department in areas including:

- computer systems analysis, design and programming;
- data base management and security;
- computer equipment acquisition;

- computer operation, network management, problem diagnosis and equipment repair;
- data entry, printing, duplicating, aerial and color photography; and
- office automation including records management, word processing, message handling, user support and electronic document distribution.

The Department of Highways is one of the most experienced computer users in state government and over the years has acquired wide ranging and complex computer systems which affect nearly every activity within the department.

The Systems and Programming staff in the **Systems Development Section** supports more than 3000 computer programs running on VAX computers, Series/1 computers, personal and mainframe computers. Systems, hardware, data base management and network support are also provided.

Because the department uses computer technology so extensively, this staff must maintain broad and extensive technical knowledge including expertise in nearly 20 different programming languages.

Some of Highway's key computerized systems include:

Highway Maintenance Management
Equipment Management
Highway Cost Accounting
Civil Engineering and Design
Contractor Payments
Computer Aided Design and Drafting (CADD)
Contract Lettings
Road Condition Reporting
Stores Inventory Control
Gross Vehicle Weight
Federal Reimbursements
Highway Road Log Information

Many of these systems are time critical. They require specialized knowledge and skills. The staff maintains professional contacts and sharing arrangements with counterparts in other states and are specialists in operating systems and in the specialized computer hardware used only by this agency.

The **Operations Section** operates the RJE (Remote Job Entry) system 15 hours per day to provide the connection to the State's mainframe computer. This provides the department with responsive turnaround for the 160,000 jobs which are submitted annually. The section also sets up production jobs and data entry produces nearly 80,000 keystrokes per day.

This staff installs and troubleshoots all hardware and associated communications lines in Helena as well as the district and area office sites. They operate the computer for the department's CADD (Computer Aided Design and Drafting) system, VAX mini computers, as well as mini computers, used to support the district's distributed computer systems.

In addition to providing extensive printing and reproduction capabilities for the department, the **Print Section** plays an integral role in the process of designing projects and getting them to contract in a very time-constrained environment. These activities consume approximately 75% of the Print Section's time.

The department's bid letting requires a specialized capability to photograph large maps and plan sheets. The equipment used for this is unique to the department and the large camera used for copying maps (up to 4x6 feet) had to be installed as the building was being constructed.

Numerous other jobs account for the remaining 25% of the staff's work, including troubleshooting and repairing most equipment problems to keep delays to a minimum.

The primary functions of the **Photo Section** include aerial photography, photo lab services and photologging.

- **Aerial photography** or aerial photogrammetry, meaning surveying from an airplane, has many diverse applications and is a vital function to highway engineering. It is used in the location and design of highways, right-of-way appraisal and procurement, legal evidence in courts of law, public hearing exhibits, construction documentation, urban traffic studies, map making and estimating embankment volume for bidding purposes.

  Aerial photography is also used to document emergency situations such as floods, landslides, ice jams and earthquakes. The process saves countless man-hours and the equipment is unique to the Department of Highways.

- **Photo Lab** The department has centralized all-film processing. This allows employees statewide to receive comprehensive photo services. Various services are provided in quick turnaround situations when they are required for special circumstances, like public hearings, presentations, etc.

  Some of these services offered are not available within the state and

would have to be sent out-of-state causing considerable delay. The facility has the potential for increased services to other agencies.

- **Photologging** is a process where a specialized camera is mounted to the dashboard of a van and photos are taken every 50 feet proceeding down the road to document roadway characteristics. This standardized procedure is repeated at a given location once every five years.

The resulting film provides a historical record of the physical characteristics of the roadway for various purposes such as signing investigations, right-of-way, planning and maintenance. Probably the most important use of the photolog has been its use as legal evidence in numerous litigations.

About eleven years ago the department recognized a need for a more productive and efficient method for administrative support. We centralized our secretarial staff to create a **Word Processing Section,** with a pool of word processing operators. In doing so, the department was able to eliminate 17 permanent FTE.

DOT Issues affecting the Gross Vehicle Weights Divison

Close control and cooperation between the GVW Division and the Motor Fuels Tax Division will minimize some of the information and communications problems. We don't anticipate their inclusion in the DOT would cause increased requirements on the GVW Division. On the contrary, once procedures and automated systems are revamped, some consolidations should occur.

Probably the bingo stamp function which would be transferred from the PSC would be placed in the GVW Division. This would require 1.5 to 2 additional FTEs.

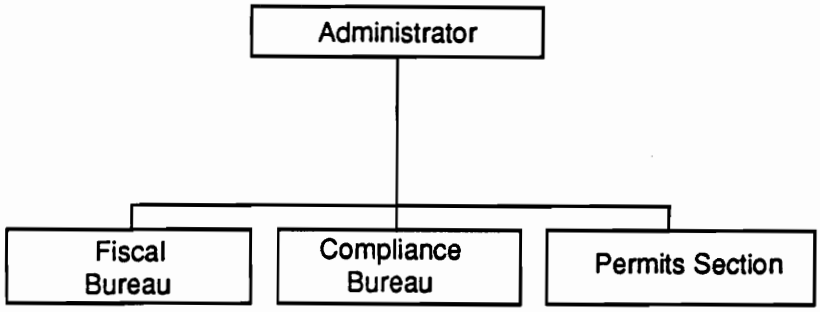
The **Gross Vehicle Weight Divison** generates over $25 million annually for the Highway special revenue account through collection of gross weight fees, new car sales tax, temporary license permits, size and weight permits, fuel permits, liquid petroleum gas licenses and citations. The division also:

- licenses interstate commercial vehicles in over 40 jurisdictions;
- operates and maintains 33 weigh stations and 22 mobile units; and

- enforces commercial and farm vehicle regulations. (61-10-141 and 61-12-206, MCA.

The division organization, as shown below, includes 21 Helena based employees and 91 compliance employees located throughout the state.

Gross Vehicle Weight Division



The **Fiscal Bureau** is responsible for all licensing functions, funds handling, statistics, records management and office payroll.

The **Licensing Section** has five employees The prorate staff licenses all Montana based interstate carriers, processing customers' requests via telephone, fax, mail and in person.

Licensing fees are collected from Montana based interstate carriers and dispersed to *International Registration Program (IRP)* jurisdictions in which they operate. In essence, this plan allows a carrier to register their vehicles in 40 jurisdictions through one office.

Beginning with the 1990 registration year, the division began licensing intrastate fleets with more than 100 vehicles. The purpose of the program is to make it easier for companies with vehicles scattered statewide to register them. We keep extensive statistics to provide certification to the federal government that Montana's highways are being protected.

Besides the Fiscal Bureau, the GVW Division also regulates the trucking industry through the **GVW Compliance Bureau.** The Compliance Bureau is first and foremost a regulatory agency, ensuring that commercial and farm vehicles are licensed and operating within statutory size and weight laws. While the compliance bureau personnel have arrest powers and issue citations, their mission is to protect the highways in the state.

In addition to the size, weight and licensing requirements, GVW officers ensure that vehicles comply with special fuel laws, operating authority (granted by the Public Service Commission [PSC]) and driver and vehicle safety laws.

In the near future, with the aid of computers, operators should be able to stop at any weigh station and obtain all the necessary permits to operate on Montana's highways or the highways of other states with whom Montana has agreements.

If the Motor Vehicle Division of the Department of Justice could provide vehicle information on the computer similar to what's done now with the fleet vehicle program, operators could take care of all their registration needs at the weigh station. To complete the one-stop shopping concept, we could issue the PSC bingo stamp and generate a fuel permit. Unless a particular operator has had problems that require a fuel bond be established, fuel permits could be issued at any weigh station.

In addition, the **Permits Section** issues permits for oversize and overweight vehicle movements. A staff of 3.5 (FTE) employees based in Helena issues over $1 million in permits from mail, walk-in and telephone permit orders. Permits are dispatched from our office via facsimile machines to locations all over the US and Canada.

DOT Issues affecting the Maintenance and Equipment Divison

Some budget adjustments may be required if maintenance staff and equipment are used to perform runway repairs, mowing or other activities. No overall program increases are expected if funding for the activities are transferred from one program to the other.

The **Maintenance and Equipment Division** coordinates programs:

1) to facilitate operation, preservation and repair of highways and department facilities;

2) to purchase, maintain and operate the department equipment fleet and the state motor pool;

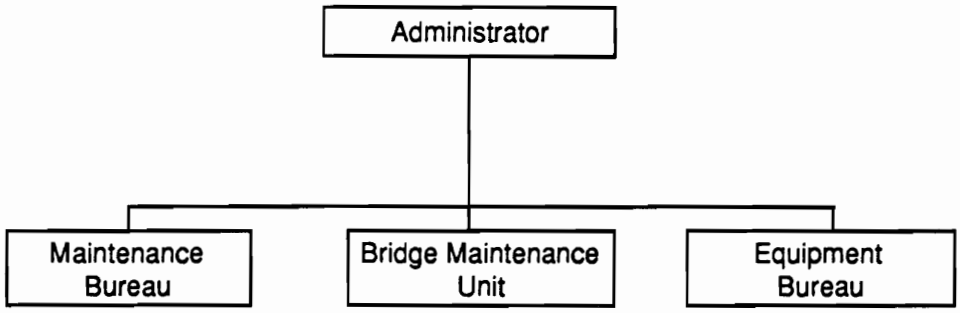
3) to facilitate bridge repair statewide;

4) to develop and oversee the Maintenance Program, with a budget in excess of $40 million;

5) to develop service levels, maintenance policies and make performance and quality audits of field maintenance operations for statewide consistency.

The division organization, which follows, includes a staff of 53 located in Helena.

Maintenance and Equipment Division



The **Maintenance Bureau's** duties encompass Building Maintenance, Communications, Maintenance Management and Support Services which includes the Sign Shop.

Some major duties assigned to the Bureau Chief are:

- the management of the Long-Range Building Program. This program coordinates the building of new facilities, as well as the management of the repairs and remodeling of buildings valued at over $50 million and located in 175 statewide locations;

- approval of all maintenance training provided by the maintenance trainer who is administratively assigned to the Safety and Training Bureau;

- monthly monitoring of all field maintenance budgets noting any deviation from norm and taking appropriate action;

- acting as liaison with field maintenance personnel to develop maintenance programs and budget, and to analyze maintenance operations and data for disbursement of funds and efficiencies in operation.

The **Building Maintenance Unit** includes a Building Repair Unit and Janitorial/ Security Services Unit.

The Building Repair Unit does all repairs, minor building remodeling and preventive maintenance for the 132,865 square foot headquarters office building, the equipment shop building and all highway buildings at the fairground complex and the highway hanger at the airport.

The Janitor/Security Unit provides cleaning and security services for the headquarters and equipment shop buildings. They provide all lawn care and remove snow from the sidewalks during winter.

The **Communications Section** develops a statewide operational plan for our mobile radio communication system and coordinates the plan through the Department of Administration. The section also repairs and services the communication equipment.

The mobile radio system is an integral part of reporting road conditions and coordinating road repair and snow removal operations which help ensure safe highways. The department has base stations located throughout the state and in Helena.

The technical heart of the entire system is the remote relay stations, allowing extended range contact and supervision by maintenance foremen. Maintenance of repeater sites is especially difficult because some are located on towers, several hundred feet off the ground, and others are on remote mountain tops accessible only by helicopter or snowmobile.

The department has the ability to transfer hardcopy data and uses several methods to accomplish this. The department also uses facsimile transceivers located in each division and in Helena offices.

The **Support Services Section** provides fiscal and clerical services for the Maintenance Division and acts as a liaison to other agencies and field and headquarter offices in the administration of the department's overall maintenance program.

The Support Services Section:

- provides technical assistance;
- acts as the liaison for headquarters building disaster or emergency situations;
- oversees the preparation of job announcements;

- assists in the preparation of quantities and specifications for annual statewide purchases and gravel stockpile contracts;
- provides technical expertise in specifying special purpose maintenance and equipment items;
- prepares and processes all claims, payroll and expenses;
- inputs all Equipment Bureau computer edits for odometer readings, cost coding errors, inventory accounting errors, source errors and errors in the master equipment file; and
- inputs into database new equipment, equipment transfers and location corrections.

They also update surplus property lists, assist in the annual vehicle auction and with equipment stores inventory research. They perform special studies as requested and provide support for compliance and payment of A/E contracts and claims.

The section maintains, assembles, collects and distributes information pertaining to the statewide winter road report and collects, assembles and distributes load limit information, provides inventory, communication, computer and distribution support to the Sign Shop.

The **Sign Shop** provides signs for interstate, primary, secondary, urban and local highways throughout the state. The Sign Shop receives, processes and fills sign orders, designs, lays out and fabricates replacement signs, sign overlays and new signs and ensures they are delivered. A staff of three produces over fifty thousand signs each year.

The **Maintenance Management Section** manages and reports maintenance information using a comprehensive computer-based system, the Maintenance Management System. The section manages the department's multi-million dollar maintenance stockpile and road oil inventories, compiles needs projections and audits consumption.

The section also:

- provides technical assistance to the field, other agencies and the private sector;
- provides training to field personnel;

- audits performance and quality of field maintenance operations; and

- works closely with the department's Technical Services Bureau and steering committee to keep system methods, processing and work load models up-to-date.

The **Bridge Maintenance Unit** provides technical assistance to districts, areas and other agencies (federal, county, and city) regarding the maintenance and repair of bridges. The section develops and implements a maintenance and repair program to ensure that structural integrity and safe carrying capacities are maintained.

The Bridge Maintenance Section also provides training for routine bridge inspection, maintenance and repair by field maintenance personnel.

When an accident causes major damage to a bridge on the federal-aid system, the section performs the damage appraisal, recommends the type of repair and the manner in which the contract is administered and supervises the repair.

The **Equipment Bureau** manages the department's fleet of vehicles and equipment and the State Motor Pool. The department's fleet consists of approximately 3,600 units with an estimated replacement value of $85 million. The Motor Pool includes about 180 units with an estimated replacement value of $2 million.

The Equipment Bureau develops fleet policies for Helena and the 11 field shops and purchases, assigns and reassigns vehicles and equipment to best meet the needs of the department. It ensures that the Motor Pool provides transportation to all Helena based state agencies.

These functions are accomplished through two sections:

Equipment Services Section, responsible for the:

- truck assembly program;
- component rebuild program;
- warranty program;
- receipt and distribution of new vehicles and equipment;
- motor pool shop support;
- shop support for seven Butte maintenance sections;
- disposal of surplus vehicles and equipment; and
- determining new equipment types.

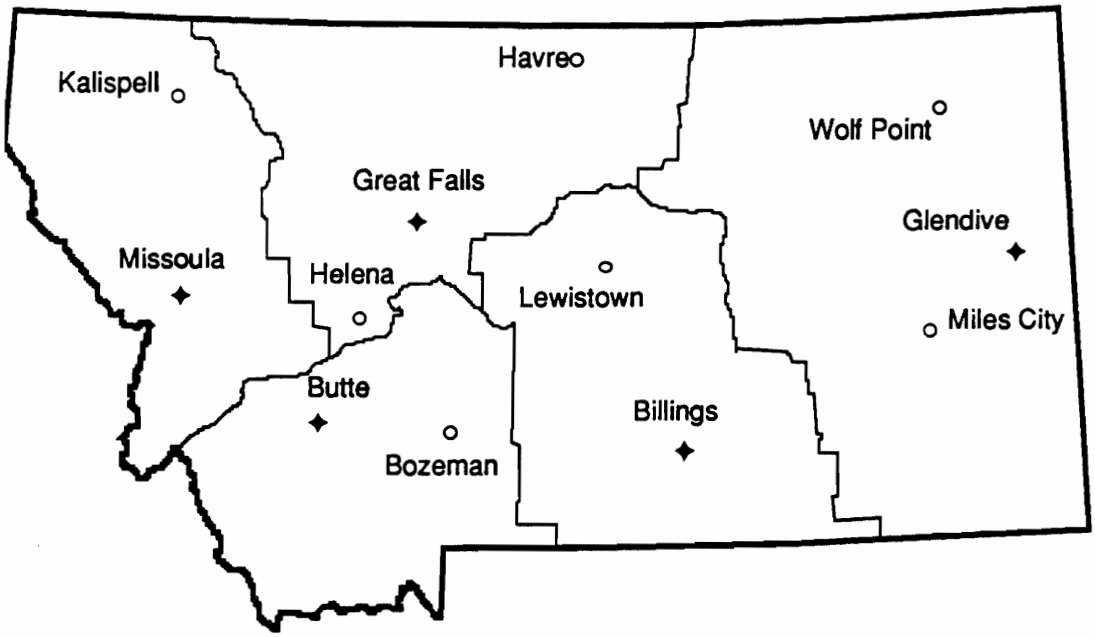
Program Management Section, responsible for the:

- state Motor Pool;
- equipment and Motor Pool budgets;
- rental rate system;
- equipment management system;
- specifications to purchase vehicles, equipment and repair parts; and
- determining quantities of new vehicles and equipment.

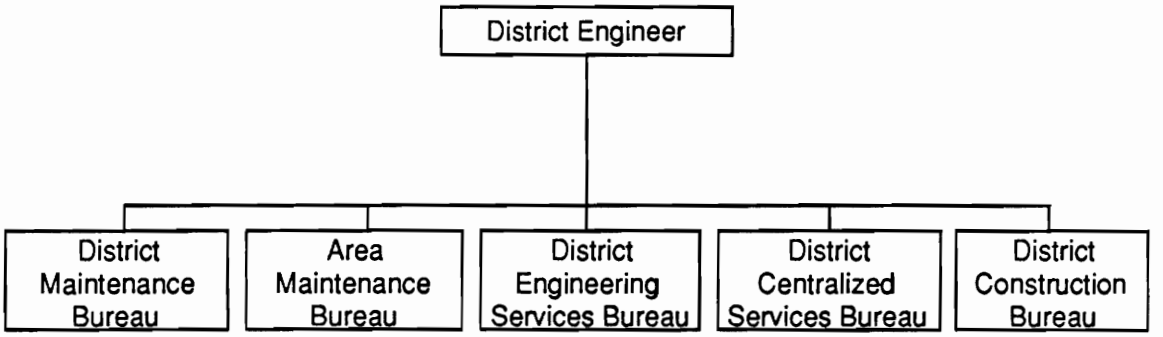
DOT Issues affecting the Districts

Formation of the DOT is not expected to adversely impact the districts. Some operational capabilities like mowing runways, paving, chip-sealing or patching pot holes may provide benefits to the Aeronautics Division, if they are included in the DOT.

The department operates in a decentralized manner in which the **Districts** construct and maintain the state's highways. The districts are geographically organized with a span of control that approximates the legislatively set financial districts. The five district offices are in Billings, Butte, Glendive, Great Falls and Missoula. Districts are further divided with area offices located in Kalispell, Bozeman, Havre, Lewistown, Miles City and Wolf Point.



The districts also maintain 132 maintenance section facilities and numerous temporary construction office sites scattered statewide. There are about 1,250 employees in the districts. The district organization is shown below.



The **District Engineer (DE)** oversees the entire field operation in his district. DEs carry out policy which is set by Helena offices. They report directly to the Director of Highways and are the main public contact person in each district.

The **District Maintenance Bureau** maintains all highways and facilities within their geographic responsibility. The bureau chief is located in the district office but oversees the maintenance staff located throughout their geographic responsibility. Their activities are broad and extensive. Snowplowing, crack sealing, pot hole patching, gravel production, pavement striping and equipment maintenance are just a few of more than 100 distinct maintenance activities.

Area Maintenance Bureaus perform activities similar to the District Maintenance Bureau. In addition, some administrative functions, an office staff, supplies and inventory functions and materials testing are performed by the area staff. The bureau chiefs in the area offices are the primary department representative locally.

The **District Engineering Services Bureau** is located in the district office. The chief oversees the district utility agent, traffic engineer, field design activities, right-of-way representative and materials testing.

The **District Centralized Services Bureau** provides office services, payrolls, claims, personnel and other administrative functions. They also handle stocking and distribution of supplies and materials.

The **District Construction Bureau** oversees the construction of highway projects. The chief is located in the district office. However, staff are housed throughout the district depending upon where the facility is being constructed.

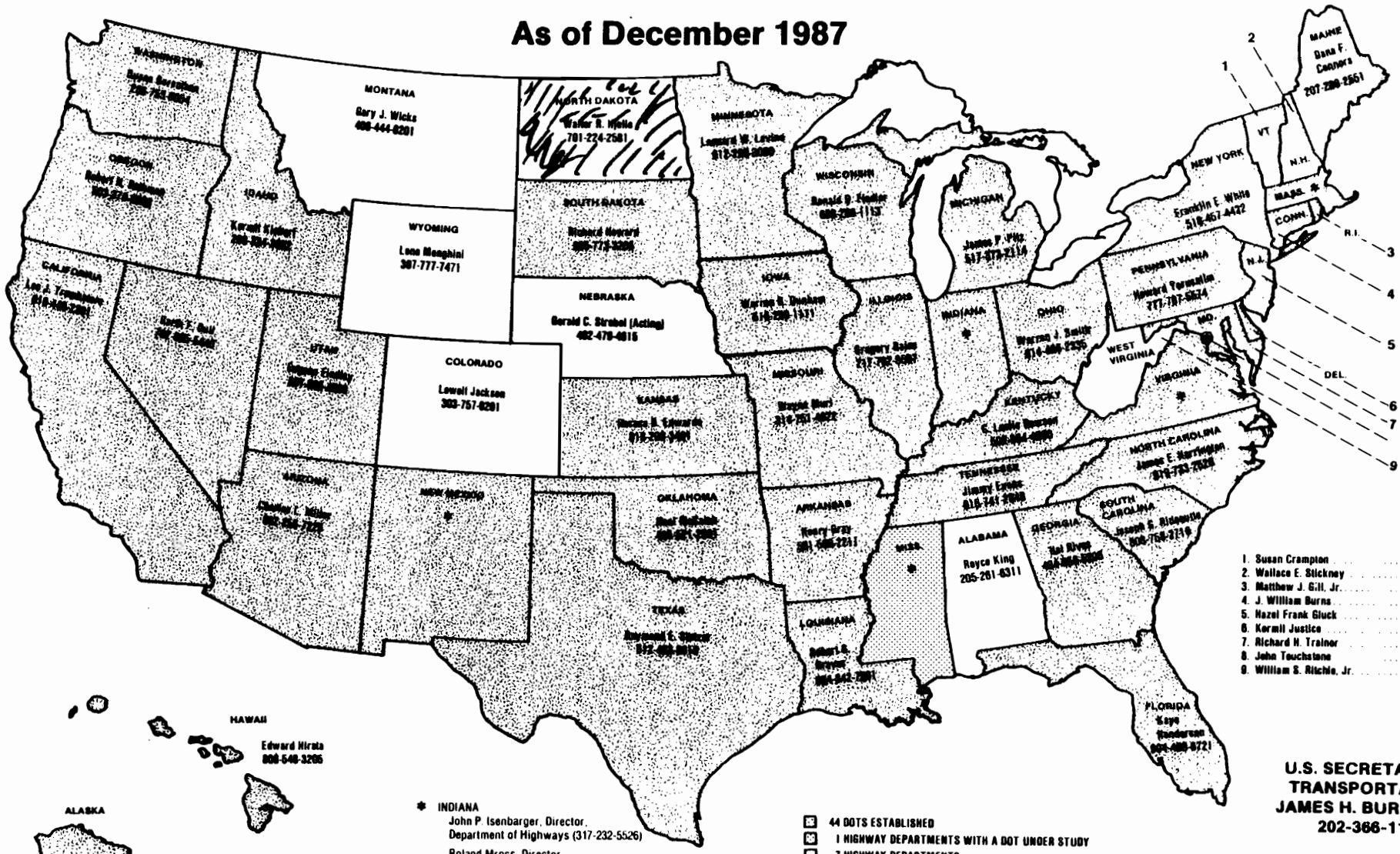
(end)

Appendix A

State Departments of Transportation

STATE DEPARTMENTS OF TRANSPORTATION

As of December 1987



* INDIANA
John P. Isenbarger, Director,
Department of Highways (317-232-5526)
Roland Mross, Director,
Department of Transportation (317-232-1470)

MASSACHUSETTS:
Frederick Salvucci, Secretary,
Mass. Executive Office of Transp. & Constr. (617-973-7029)
Robert T. Tierney, Commissioner,
Department of Public Works (617-973-7800)

MISSISSIPPI:
John W. Green, Jr., Executive Director,
Department of Energy and Transportation (601-961-4733)
John R. Tabb, Director,
Department of Highways (601-359-1209)

NEW MEXICO:
Patrick Montoya, Secretary,
Department of Transportation (505-827-4651)
Dewey O. Lonsberry, Chief Administrator,
Department of Highways (505-983-0211)

VIRGINIA:
Vivian E. Watts
Office of Transportation and Public Safety (804-786-7639)
Ray D. Pethtel, Commissioner,
Department of Transportation (804-786-2701)

☒ 44 DOTS ESTABLISHED
☒ 1 HIGHWAY DEPARTMENTS WITH A DOT UNDER STUDY
☐ 7 HIGHWAY DEPARTMENTS

U.S. SECRETARY OF TRANSPORTATION
JAMES H. BURNLEY IV
202-366-1111

U.S. DOT Administrators

FHWA-Ray Barnhart	202-366-0650
FRA-John Riley	202-366-0710
FAA-T. Allan McArtor	202-267-3111
UMTA-Alfred DelliBovi (Acting)	202-366-4040
Coast Guard-Admiral Paul Yost	202-267-2390
NHTSA-Diane Steed	202-366-1836

American Association of State Highway & Transportation Officials
Francis B. Francois, Exec. Director (202-624-5800)

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Gra. 042A-G 1050 12/1/87

STATE TRANSPORTATION FUNCTIONS

	AERONAUTICS	HIGHWAY	RAIL	WATERWAYS OR PORTS	TRANSIT	REGULATION	HIGHWAY PATROL	MOTOR VEHICLE	OTHER
ALABAMA		X	P						Toll Roads Toll Bridges Hwy. Safety
ALASKA	X	X	P	X	X T	X			Public Fac
ARIZONA	X	X	P		P T			X	
ARKANSAS	P	X	P	P	P	Weight			
CALIFORNIA	X[1,3] P T	X[3] P T	X[3] P T		X[1,2,3] P T	T			Fer., Toll Brgs
COLORADO		X	X		X		X		Hwy. Safety
CONNECTICUT	X	X	X	X	X				
DELAWARE	X	X	X		X P T				Toll Roads
DIST OF COLUMBIA		X			P T	X		X	
FLORIDA	X	X	X	P	X				Toll Fac.
GEORGIA	X	X	P T	X	X	Wt./Size			Toll Roads
HAWAII	X	X		X	T	T	T	X	
IDAHO	X	X	P T		P T	Wt./Size		X	Hwy. Safety
ILLINOIS	X T	X T	X P T	P T	X T	T	T		Safety
INDIANA	X	X	X		X				Toll Rds. & Br
IOWA	X	X	X	P T	X P T	X	X[5]	X	Toll Bridges
KANSAS	T	X	P	P	X				
KENTUCKY	X[3] P T	X	X P T	P	X[1] P T	X		X	Toll Fac.
LOUISIANA	X	X	X P T		X	Weight			Fer., Toll Brgs
MAINE	X	X	T	X P	T				
MARYLAND	X	X	X T	X	X	P T Wt.		X	Toll Fac. & Safety
MASSACHUSETTS	X	X	X	X P	X	T			Toll Roads
MICHIGAN	X	X	X	X	X				Toll Bridges
MINNESOTA	X	X	X T	X	X	X			
MISSISSIPPI			X		X	P			Energy Program
MISSOURI	X	X	X	X	X				
MONTANA		X	1						
NEBRASKA		X	P		P T		X		Hwy. Safety
NEVADA	P T	X	P T		P T	Wt./Size			
NEW HAMPSHIRE		X	X P T		X P T				Toll Roads
NEW JERSEY	X	X	X		T				
NEW MEXICO	X				X	Enforcement		X	
NEW YORK	X T	X T	X T	X T	X T	X			
NORTH CAROLINA	X[3] P T	X	X[1,3] P T		X[3] P T	Weight	X[5]	X	Ferries
NORTH DAKOTA		X	X						
OHIO	T[3]	X	X T[3]	T[3]	T[3]	5	5		
OKLAHOMA	P T	X	P	P	P T				
OREGON	X	X	P		X			X	Parks
PENNSYLVANIA	X P T	X P T	X P T	X T	X P T	P T	X	X	Toll Fac.
PUERTO RICO	X	X		X	X	X		X	Toll Roads
RHODE ISLAND	X	X	X[3]		X[3]	X		X	Hwy. Safety
SOUTH CAROLINA		X			X[3] P T	Wt./Size	X	X	
SOUTH DAKOTA	X	X	P		T	X[4]	X[5]		
TENNESSEE	X	X	X	X	X				
TEXAS	T	X		X P	P T		X[5]	X	Ferries
UTAH	X	X	Safety		T	Motor Car			
VERMONT	X	X	X	X	X	X		X	
VIRGINIA		X P T	P T		X P T				Toll Roads, Ferries*
WASHINGTON	X	X	P		P T	Weight			Fer., Toll Brgs
WEST VIRGINIA		X							
WISCONSIN	X	X	X T	P	X	X	X	X	Ferry
WYOMING		X					X		

1 Capital improvements only
2 Funding for commuter lines only
3 Partial funding
4 Highway and airports only, exclusive of motor vehicles
5 From highway revenues, under Dept. of Public Safety

* Division of motor vehicle not part of Virginia Department of Highways and Transportation

P = PLANNING

T = TECHNICAL ASSISTANCE

X = FINANCIAL CONTROL OR RESPONSIBILITY

—Notes—

—Notes—

—Notes—

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